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1908



THIRD ANNUAL REPORT  
OF THE  
POLICE COMMISSIONER  
FOR THE  
CITY OF BOSTON.

YEAR ENDING NOV. 30, 1908.



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*Massachusetts Police Commissioner*

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# Commonwealth of Massachusetts.

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## REPORT.

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HEADQUARTERS OF THE POLICE DEPARTMENT,  
OFFICE OF THE POLICE COMMISSIONER, 29 PEMBERTON SQUARE,  
BOSTON, Dec. 1, 1908.

To His Excellency CURTIS GUILD, Jr., *Governor.*

YOUR EXCELLENCY: — As Police Commissioner for the city of Boston I have the honor to present, in compliance with the provision of chapter 291 of the Acts of 1906, a report of the work of the police department for the year ended Nov. 30, 1908.

### INCREASE IN POLICE WORK.

It has been a year of unusual effort on the part of the police and of unusual results. It is not merely that the number of arrests grew from 57,078 in 1907 to 68,146 in 1908, but, additionally, that the growth affected all parts of the city and all classes of crimes and delinquencies, and that the penalties imposed in fines and imprisonment were greater than ever before recorded. The eight general divisions under which offences are classed show the following numbers and increases in arrests and prosecutions: —

	Arrests in 1907.	Arrests in 1908.	Increase.	Percentage of Increase.
Offences against the person, . . .	2,979	3,591	612	20.54
Offences against property, with violence.	535	692	157	29.34
Offences against property, without violence.	3,055	4,048	993	32.50
Malicious offences against property.	165	185	20	12.12
Forgery and offences against the currency.	50	76	26	42.00
Offences against the license laws, .	302	828	526	174.17
Offences against chastity, morality, etc.	828	1,141	313	37.80
Offences not classed in the foregoing, including drunkenness.	49,164	57,585	8,421	17.13
Totals, . . . . .	57,078	68,146	11,068	—

Nearly half the total increase was due to arrests for drunkenness. As they were made by the same police force, and as the present commissioner has never given hint or instruction on the subject, it must be assumed that the increase in arrests for drunkenness in the past two years represents substantially the increase in the number of persons whom the police found it necessary to arrest. A policeman has no selfish motive in arresting a drunken man. It brings him neither glory nor reward, but, on the contrary, it involves trouble, personal danger from the man and his friends, and often attendance at court when otherwise he might be resting in bed after his night's work. The non-residents arrested for drunkenness reached the extraordinary number of 20,270.

The other half of the increase in total arrests is made up largely of arrests of juvenile offenders, and of persons violating the automobile law, the hawkers and peddlers' law, and the law against spitting on sidewalks and in other public places. These are offences against statutes that are comparatively new; but the increase in arrests for what may be termed standard offences of all characters is also marked, as the following incomplete list well illustrates: —

	Arrests in 1907.	Arrests in 1908.	Increase.
Assault and battery, . . . .	2,435	2,917	482
Robbery and assault to rob., . .	137	259	122
Breaking and entering, . . . .	535	722	187
Larceny and attempted, . . . .	2,374	3,108	734
Larceny from person and attempted, .	305	334	29
Forgery and uttering, . . . .	47	71	24
Violating liquor law, . . . .	188	208	20
Fornication, . . . .	279	375	96
Keeping houses of ill fame, . . .	74	114	40
Night walking, . . . .	169	249	80
Carrying dangerous weapons, . .	131	154	23
Idle and disorderly, . . . .	255	355	100
Lotteries and prize enterprises, . .	59	83	24
Obstructing fire escapes, . . . .	10	93	83
Vagrants, tramps and vagabonds, .	224	627	403

The penalties imposed by the courts, both fines and imprisonments, are far greater than ever before. It will suffice to compare with 1907.

	1907.	1908.	Increase.
Persons fined, . . . .	11,832	15,735	3,903
Total amount of fines, . . . .	\$110,129	\$159,982	\$49,853
Persons sentenced to imprisonment, .	3,861	6,815	2,954
Total years of imprisonment, . . .	2,807	3,904	1,097

It is impossible to give an accurate judgment as to the proportion of the increase in prosecutions and punishments which is due to the increase of offences and the proportion which is due to greater activity on the part of the police; and I do not make the attempt. The exact state of efficiency to which the police force has been brought is equally impossible of definition, and all estimates must be based on its work and its conduct as known to the public.

#### THE BURDEN OF NONRESIDENT OFFENDERS.

Thirty years ago, when the first police commission was established, the proportion of nonresidents to the total of all arrests was 19.90 per cent. In 1908 it was 38.32 per cent., or almost double, and in the intervening time the increase, with few exceptions, had been steady. The statistics for the past ten years, covering arrests for all causes, are as follows:—

	Total Arrests.	Nonresidents.	Percentage of Nonresidents.
1899, . . . . .	36,760	12,984	32.65
1900, . . . . .	33,655	10,314	30.61
1901, . . . . .	34,500	10,551	30.58
1902, . . . . .	34,732	10,631	30.61
1903, . . . . .	43,033	14,644	29.38
1904, . . . . .	50,265	18,030	35.86
1905, . . . . .	48,358	17,167	35.50
1906, . . . . .	49,906	18,001	36.06
1907, . . . . .	57,078	20,982	36.77
1908, . . . . .	68,146	26,113	38.32

Taking the arrests for drunkenness by themselves, and giving the increase by percentages, the change in the past ten years is even more marked:—

	Total Arrests for Drunkenness.	Percentage of Nonresidents.
1899, . . . . .	23,875	32.60
1900, . . . . .	18,601	38.40
1901, . . . . .	19,488	29.90
1902, . . . . .	19,167	39.35
1903, . . . . .	27,757	42.53
1904, . . . . .	33,511	43.36
1905, . . . . .	32,298	43.14
1906, . . . . .	32,830	44.57
1907, . . . . .	37,389	45.63
1908, . . . . .	42,468	47.50

The figures in these two tables show that almost two-fifths of all the persons arrested by the Boston police, and almost half of those arrested for drunkenness, are nonresidents.

#### REWARDS, TRIALS AND PUNISHMENTS.

When my service as commissioner began I ventured experimentally to depart in some respects from the plan of rewards and punishments which long had been followed. After a test of two and a half years I consider the new method to be established, and I may therefore speak of it with freedom.

Under the former system specific acts of a meritorious character were rewarded with medals, with additional days or weeks of vacation, and with public commendation in general orders. I have used none of these stimulants, for I believe that it is impossible to administer them with an even hand to a force of 1,400 men; that they create jealousies and disappointments; that they often miss the modest man of great merit; that they encourage the pushing of "claims" to special recognition; that a single mistake, known by the rank and file to be a mistake, turns the whole system to ridicule; and that a policeman who is capable of performing an act of conspicuous merit will not stop to think of a possible reward.

These are reasons enough, it seems to me, but especially is it my purpose to raise above all other considerations the single idea of duty to be done. I seek to convince the policeman that the best and bravest work that he can do is expected of him always. I wish him to realize that apart from the criticism or the approval of his immediate superiors he is making a record for himself day by day, and that when the time comes, that record of sobriety, of ability, of zeal and of results accomplished, and nothing else, will help him to advancement, or will intercede for him in misfortune.

But simultaneously with the loss of immediate rewards the method of punishment has been recast. To make my meaning clear I give the following table of trials and penalties for fifteen years:—

	Cases tried.	Found not Guilty.	Men discharged.	Resigned with Charges pending.	Minor Punishments.	Fined.	Otherwise disposed of.	Reduced in Rank.	Punishment Duty.
1894, . . . .	87	59	8	10	7	—	3	—	—
1895, . . . .	69	35	16	2	4	9	3	—	—
1896, . . . .	77	33	12	2	2	18	10	—	—
1897, . . . .	80	39	3	4	5	23	6	—	—
1898, . . . .	58	23	5	4	3	16	5	2	—
1899, . . . .	84	46	5	4	2	23	2	2	—
1900, . . . .	65	43	6	1	1	14	—	—	—
1901, . . . .	70	38	6	2	2	18	2	2	—
1902, . . . .	82	44	6	2	7	23	—	—	—
1903, . . . .	75	36	10	—	2	25	2	—	—
1904, . . . .	129	53	15	8	12	38	3	—	—
1905, . . . .	105	58	7	2	7	26	—	5	—
1906, . . . .	64	33	9	—	8	8	2	—	4
1907, . . . .	28	11	5	1	—	—	4	—	6
1908, . . . .	36	9	14	1	—	—	4	1	7



In a few cases each year complaints were withdrawn, either at the trial or before it; such cases are included in the table as trials and acquittals.

The new system was applied in the middle of the police year 1906, and the full effect is to be seen in 1907 and 1908, especially in 1908, when it was no longer an experiment. As a comparison will best serve in explanation, I take for that purpose the last full year of the old system, noting the circumstance that the five reductions in rank in that police year were due to the unusual occurrence known as the "Tech. riot."

In 1905 the cases tried numbered 105, and in 1908 the number was 36. But in 1905 there were 58 acquittals, and in 1908 only 9. This illustrates the first point in the new system, which is the private examination of complaints by the commissioner, and the dismissal without trial of those found to be frivolous or otherwise without merit sufficient to justify formal hearing. In 1908 the number so dismissed was 49, and although the defendant policeman was called upon in each case to submit a reply in writing, supported, when necessary, by the written statements of others, 49 such defendants were spared the trouble, the anxiety, and, in many cases, the cost of counsel which a trial would have involved. Complaints from citizens are often based on spite, on a misunderstanding of the facts or on ignorance of the laws and of the powers and duties of a policeman.

Looking further we find that in 1905 there were 7 dismissals from the force, following 47 convictions, and in 1908 there were 14 dismissals, following 27 convictions. This develops another part of the punishment system, which is this, that when a man is guilty of a single grievous offence, such as intoxication while on duty, or is guilty of an offence of less magnitude but of such character as to show by itself or in connection with similar previous offences that he is constitutionally unfit to be a policeman, dismissal from the force is the one and final penalty.

A result of this policy, I believe, is to cause a complaint and summons for trial to be regarded by the members of the force as a matter of great gravity, and to deter them from the commission of petty offences, the penalty of which they can no longer expect to be also petty.

In 1905 fines ranging from two to thirty days' pay were imposed upon 26 men. In no case have I used this form of pun-

ishment. I believed that it was a great hardship to the families of the men, and that because of that fact a man so punished, whatever his offence, received the sympathy of the force. For fines I substituted punishment duty in excess of regular and extra duties, thus allowing to the family of the man the money which he had earned, securing extra service to the public, and causing the offender to be regarded humorously instead of sympathetically by his comrades.

Another method of punishment formerly practiced, the transfer of men from one division to another, I have never used. Service in all divisions is equally honorable and no division should be made a penal colony. The work of divisions differs in quantity and in character, and I have tried so to assign men that on the whole the square pegs shall be in the square holes and the round pegs in the round holes. Transfers of men following acquittal or conviction on trials have never been part of their punishment; they have been ordered because the very circumstances of the trial made it wise to place them in new surroundings; and in such transfers, as in all others, I have considered the places of residence of the men assigned or removed, in so far as the good of the service would permit.

The system then, to state the matter briefly, abolishes special rewards for meritorious acts which, with the rising standard of efficiency that is applied to the force, have become every-day matters. It sifts charges much as a grand jury would do, and thus saves trouble, anxiety and expense to many men against whom frivolous complaints are brought. It reduces the number of small punishments, abolishing altogether the fine; but it discharges men convicted of offences which prove them to be unfit for the service.

The system seeks to deal with men by hand rather than with machinery; to prove to them that their superiors are guided by common sense and a spirit of fair play, and that though the interest of the public is always first and the interest of the whole department is always second, the comfort, the welfare and the ambitions of the individual members of the force are never forgotten.

This method of treatment should bring about, and in a large measure, I believe, actually has brought about, a condition in

which a member of the force who shirks his duty, or otherwise misbehaves, finds himself subjected to the disapproval and the contempt of his own comrades.

#### THE BOSTON POLICE IN COMPARISON.

The police are held to the knowledge and observance of a multiplicity of laws, ordinances and regulations. Their official life and much of their private life is checked at every step by police rules. Their duties are performed in public, with the whole community looking on. Tens of thousands of lawless men and women, whether actually criminals or not, are their determined enemies. The majority of the people, influenced unconsciously by the burlesques of the variety show, the false or exaggerated stories printed from time to time by some of the newspapers, and by the reports of corruption in other cities, fail to understand that the police force of Boston is composed to-day of sound and good citizens.

Why should it be otherwise? For twenty-five years all men taken into the police force have been sent to it by the State Civil Service Commission. They have been picked always from the top of the lists of the many who have passed the thorough mental and physical examinations required. They have been investigated before appointment by the police department itself, with careful scrutiny as to character, record and reputation. Once in the force they have been under sound and constant discipline, with positions well worth holding to and with a prospect of pay and pension which only a foolish man would risk.

Are they then perfect, is their duty always well done, do they never require punishment? Far from it. They do err, as all men err, and every year some fall and pay the penalty. But I can think of no body of more than 1,400 men, in any trade, industry or public service, even though free from a policeman's peculiar liability to blame, that would show a cleaner punishment sheet than the Boston police.

In looking for the highest standard of comparison it occurred to me that it would be found among the commissioned officers of the regular army of the United States. The regular army officer is accepted everywhere as a man of honor, a gentleman as well as a soldier. Wherever he happens to be he is welcomed,

in private houses and at exclusive clubs, without scrutiny or inquiry, simply because he holds the commission; and the record of these officers as a body justifies it all. To compare the conduct of the Boston police with theirs seems hazardous; but let us see.

In the last available annual report of the judge-advocate general of the army, I find that in the twelve months which it covers 50 commissioned officers were tried by general court-martial, which is the gravest procedure known to the service, that 42 were convicted and that 14 of those convicted were sentenced to be dismissed from the army. In the last police year 36 Boston policemen were tried by trial boards, 27 were convicted and 14 were dismissed from the department; and the number of dismissals, for reasons of rigid discipline, which I have already explained, is the largest, with two exceptions, in fifteen years and probably since the department was established. It is fair to say that the whole number of officers of the line from among whom the army dismissals were made is about twice as large as the Boston police force. A comparison between the proportionate punishments of the Boston police and those of the noncommissioned officers and privates of the army would be so overwhelmingly favorable to the police that it would not be worth while to make it.

#### HOUSES OF ILL FAME AND OTHER FORMS OF PUBLIC IMMORALITY.

Until this, the third year of my service as Police Commissioner, I have refrained from discussing the relations of the police department to houses of ill fame, night walking and other forms of public or semipublic immorality. Sincere but inexperienced sociologists and humanitarians will discuss the subject at a moment's notice; but after two and a half years of study, with the advantage of daily access to all forms of police information, I am still unprepared to do more than to state and analyze facts, and to touch the mere edge of criticism and suggestion.

There is a tradition in Boston that fourteen years ago, under the direction of a chairman of the Board of Police, then lately appointed, houses of ill fame were closed and their keepers prosecuted in great numbers. Nothing in the records of the depart-

ment justifies this tradition. In 1894 the number of persons prosecuted for keeping houses of ill fame was 46, and in 1895 the number was 69. The popular belief at that time, which still exists, must have had its origin in the publicity with which the work was then carried on, and the knowledge that in the year immediately preceding, 1893, the prosecutions had numbered but 19.

Public clamor will never close a house of ill fame; but it will spread demoralization through the community. The people who live by this business care nothing for public opinion. They can be reached only through the silent, relentless work of the police; and it was through such work in 1908 that 114 persons were brought into court charged with keeping houses of ill fame. This is the largest number in thirty years, and therefore in the history of Boston, as the following statement of prosecutions will show:—

1879,	.	.	.	.	51	1894,	.	.	.	.	46
1880,	.	.	.	.	23	1895,	.	.	.	.	69
1881,	.	.	.	.	25	1896,	.	.	.	.	72
1882,	.	.	.	.	52	1897,	.	.	.	.	54
1883,	.	.	.	.	63	1898,	.	.	.	.	31
1884,	.	.	.	.	67	1899,	.	.	.	.	68
1885,	.	.	.	.	43	1900,	.	.	.	.	100
1886,	.	.	.	.	84	1901,	.	.	.	.	55
1887,	.	.	.	.	50	1902,	.	.	.	.	55
1888,	.	.	.	.	25	1903,	.	.	.	.	80
1889,	.	.	.	.	55	1904,	.	.	.	.	66
1890,	.	.	.	.	27	1905,	.	.	.	.	52
1891,	.	.	.	.	31	1906,	.	.	.	.	65
1892,	.	.	.	.	40	1907,	.	.	.	.	74
1893,	.	.	.	.	19	1908,	.	.	.	.	114

In order to secure evidence for these 114 prosecutions, 205 suspected houses and apartments were searched by the police, and the whole number of searches in those places was 402.

The difficulties of this work are not in the least understood by the public. It seems to be impossible to make even persons of intelligence realize that no one can be convicted of a crime, not even a keeper of one of these houses, unless a specific offence can be charged, with precise and abundant evidence to sustain it, in the calm and judicial atmosphere of a court, and with a

skillful attorney employed by the defendant to overthrow the case. An indignant citizen, who feels sure of the bad character of a house, demands that it be closed by the police. He forgets that we are not in an Asiatic despotism; that in this country every person is held to be innocent until his guilt has been proved; that the one thing which is of value to the police is the very thing which he cannot produce, or refuses to produce, and that is evidence that will convince or help to convince a court or jury. He protests that men and women drive up to the house and drive away late at night, that there are lights, music and merriment; and in his simplicity he does not know that if a policeman were to go before a judge asking for a warrant on such a state of facts he would be told that he did not know his business, that the appearances which he described were to be found nightly in Commonwealth Avenue and Beacon Street as well as in the shady quarters of the city. He does not know that "spotter" evidence — the evidence of a man who for pay would enter these houses and join in their orgies — would not be worth the time it would take to present it to a scornful jury. He does not know that the law by its provisions classes a house of ill fame as less dangerous to the community than a place where trivial gaming is going on; that the police may, without warrant or warning, break in the doors of a house in which it is suspected that men are playing cards or shaking dice for money, but that the only practicable way in which they can legally enter a house of ill fame is by means of a search warrant for liquor, obtained in advance from a court and subject to many chances of becoming known.

Although the police made 114 prosecutions last year there were "high-class" houses, so called, whose keepers they could not reach. Another year will, perhaps, show a different result. There are houses of this character to which no man is admitted unless known to the keepers or in the company of others who are known. The critical citizen supposes that any man is welcomed at any of these places unless he is suspected of being a policeman. There are other houses which no man enters and but few women inhabit. They have their accredited customers among men and their clients among women, and by means of the telephone customers and clients are brought together in places not under the scrutiny of the police.

The 114 persons charged with keeping houses of ill fame having been brought into court, what was done with them? Taking the action of the lower courts only, for there were some appeals which it would be difficult to follow through the procedure of the Superior Court, the disposition of cases was as follows: —

Fined \$50, . . . . .	49
Fined \$100, . . . . .	7
Discharged, . . . . .	16
Placed on file, . . . . .	11
Placed on probation, . . . . .	3
Prison at Sherborn, . . . . .	2
Pending, . . . . .	1
House of Correction one year, . . . . .	7
House of Correction eleven months, . . . . .	1
House of Correction six months, . . . . .	9
House of Correction four months, . . . . .	4
House of Correction three months, . . . . .	3
House of Correction one month, . . . . .	1
Total, . . . . .	114

With the discharges no fault can be found, for doubtless the evidence was not strong enough to convince the courts. But that 14 cases should have been placed on file or on probation, either of which disposition implies guilt, is puzzling. No person goes into the business of keeping a house of ill fame by accident, on impulse or through sudden temptation. All such persons are of mature years, for they own or occupy houses or apartments, and they must be so hardened to vice as to be free from the danger of contamination by the inmates of any prison. If they express repentance when they have been caught and convicted it could be worked out better after a term of imprisonment than immediately following a release without punishment.

The sentence in almost half the cases was a fine of \$50, which is not even the maximum money penalty provided by law. It is hard to believe that the Commonwealth should condone such an offence as this for any sum of money paid, and especially for a pittance that can be charged to the profit and loss account without embarrassment to the business or interruption of its successful progress.

But besides the 114 prosecutions for keeping houses of ill fame,

the 402 searches developed evidence on which were based 43 prosecutions for violation of the liquor law, which in the lower courts were disposed of as follows: —

Fined \$50, . . . . .	26
Fined \$75, . . . . .	1
Fined \$100, . . . . .	4
Discharged, . . . . .	6
Placed on file, . . . . .	3
Placed on probation, . . . . .	1
House of Correction three months, . . . . .	1
Pending, . . . . .	1
<hr/>	
Total, . . . . .	43

It will be noticed that the prevailing fine (\$50) is as heavy in the liquor cases as in the cases of convictions for keeping houses of ill fame.

As a further result of the police searches, 78 men and 130 women, in addition to the keepers, who were found in these houses were arrested, either as actually engaged in the commission of crime or as idle and disorderly persons. Their cases were disposed of in the lower courts as follows: —

Fined \$20, . . . . .	135
Fined \$15, . . . . .	3
Fined one cent, . . . . .	2
Placed on probation, . . . . .	27
Placed on file, . . . . .	9
Discharged, . . . . .	8
Defaulted, . . . . .	2
House of Correction one year, . . . . .	1
House of Correction six months, . . . . .	1
House of Correction four months, . . . . .	9
House of Correction three months, . . . . .	4
House of Correction two months, . . . . .	1
House of Correction one month, . . . . .	1
Prison at Sherborn, . . . . .	3
Jail three months, . . . . .	1
Jail fifteen days, . . . . .	1
<hr/>	
Total, . . . . .	208



The 78 men were released on payment of fines. Of the 83 persons punished in any way for keeping houses of ill fame, 27 were sentenced to imprisonment. Of the 83 women who were mere inmates of the houses, not their keepers, who were punished in any way, 22 were sentenced to imprisonment.

The work of the police for the suppression of open immorality in the streets took the form of prosecution of common night walkers and of women and girls not properly to be classed as night walkers but nevertheless guilty of immoral acts and conduct. The persons prosecuted as night walkers numbered 249, and their cases were disposed of in the lower courts as follows: —

Probation, . . . . .	99
On file, . . . . .	9
Defaulted, . . . . .	6
House of Correction one year, . . . . .	2
House of Correction six months, . . . . .	7
House of Correction four months, . . . . .	42
House of Correction three months, . . . . .	36
House of Correction two months, . . . . .	10
House of Correction one month, . . . . .	2
Prison at Sherborn, . . . . .	30
State Farm, . . . . .	4
Lancaster School, . . . . .	1
Fined, . . . . .	1
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Total, . . . . .	249

Women and girls arrested in the streets but not properly to be classed as common night walkers numbered 119, and the lower courts made the following disposition of their cases: —

Probation, . . . . .	19
Discharged, . . . . .	3
On file, . . . . .	2
Delivered to parents, . . . . .	41
Delivered to probation officer, . . . . .	1
Defaulted, . . . . .	2
Held for grand jury, . . . . .	2
Fined, . . . . .	12
Pending, . . . . .	3

Prison at Sherborn, . . . . .	8
Jail, . . . . .	2
State Farm, . . . . .	1
Lancaster School, . . . . .	3
House of Correction five months, . . . . .	3
House of Correction four months, . . . . .	5
House of Correction three months, . . . . .	7
House of Correction two months, . . . . .	3
House of Correction one month, . . . . .	2
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Total, . . . . .	119

In some cases probation was allowed on condition that the persons convicted should go voluntarily, for certain periods of time, to unofficial institutions of a reformatory character, such as the House of the Good Shepherd.

From personal familiarity with the streets of Boston at night for more than thirty years I can say confidently that open soliciting is now less common than ever before. But on the other hand, unfortunately, the number of girls from twelve to seventeen years of age roaming the streets at night, far from their homes, and learning the lessons of prostitution, has increased in the past few years with startling rapidity.

A summary of prosecutions by the police for the year in the directions described above is as follows: —

For keeping houses of ill fame, . . . . .	114
For violating the liquor law in known or suspected houses of ill fame, . . . . .	43
For presence in such houses when searched, not as keepers but as inmates or patrons, . . . . .	208
As common night walkers, . . . . .	249
For immoral conduct or acts in the public streets, . . . . .	119
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Total, . . . . .	733

I am not so simple as to suppose that any combination of effort by courts and police can ever drive vice of this character from a city which has 620,000 inhabitants, and, for police purposes, almost double that number. It is trying and thankless work, which falls mainly upon the police of three divisions. They have been faithful and energetic and will so continue; not

in the expectation of accomplishing the impossible, but with the determination to make the business of vice so hazardous and unprofitable that as many as possible will be driven out of it and others will be deterred from taking it up.

I shall make no recommendations for changes in the laws until further opportunity has been given for the more effective use of laws, however imperfect, which are already in existence.

#### AUTOMOBILE LAWS.

The automobile prosecutions in the year ended Nov. 30, 1908, involved 1,696 persons, against whom 1,865 separate charges were made.

Of these cases in the lower courts, 155 were placed on file, 66 were discharged, 1 was sentenced to one month in jail, 1 to six months in the House of Correction and 1,642 were fined an aggregate sum of \$19,338.02.

The protection of the public from the automobile danger has become a heavy burden on the police department. Counting the men at several of the stations who give their whole time to the work, the men who give part of their time and the days spent in court by the police, it is a moderate estimate that 20 policemen are now required for even the measure of enforcement of the automobile laws that has been secured. Furthermore, in the year just closed 10 men have been placed in Tremont and Boylston streets and Massachusetts and Huntington avenues at crossings which would have needed no permanent protection but for the automobile danger. The department automobiles are of incidental use for other purposes, but the service was established and developed mainly to assist in the enforcement of the automobile laws, and three-fourths of its work is devoted to that end. The 30 men just mentioned cost in salaries alone \$36,000 a year; three-fourths of the cost of the police automobile service, including drivers, supplies and care, but not first cost of machines, is \$5,664; total special expense, \$41,664.

As against this cost to the people of Boston plus the cost of court procedure, we find an aggregate of \$19,338 in fines imposed in the year by the lower courts, an appreciable proportion of which was lost through appeals to the Superior Court. It

seems to me that, leaving out the important question of prosecution and punishment, the persons who are convicted should be made to pay in the aggregate at least the cost of securing their apprehension and conviction and the specific cost of protecting the public from their acts.

The first record of an automobile prosecution by the Boston police was made only seven years ago, when the single offence of the year 1901 was the driving of a motor car in a public park without a permit. In 1902 there were 33 prosecutions; in 1903, 67; in 1904, 179; in 1905, 102; in 1906, 308. In 1907 there were 961 prosecutions, with fines imposed in the lower courts amounting to \$9,344. In 1908 there were 1,865 prosecutions, with fines of \$19,338. The figures for 1907 and 1908 represent not the number of persons prosecuted but the number of separate offences charged, the same person on a single appearance in court being sometimes charged with more than one breach of law or of the regulations.

Accidents to persons due to the operation of automobiles are first recorded in the department reports in 1900. Beginning in that year their number to the present time is shown in the following table:—

	Killed.	Injured.
1900, . . . . .	—	19
1901, . . . . .	—	8
1902, . . . . .	—	17
1903, . . . . .	2	24
1904, . . . . .	1	55
1905, . . . . .	2	78
1906, . . . . .	1	110
1907, . . . . .	7	105
1908, . . . . .	6	127

Of the 6 persons killed in 1908, 1 was riding in an automobile and 5 were struck by automobiles. Of the 127 persons injured in 1908, 20 were riding in automobiles and 107 were struck by automobiles.

An examination of the localities in which the accidents occurred in 1907 and 1908, respectively, shows two significant peculiarities: First, in the business section covered by police divisions 1 and 2, that is to say, between Summer and Winter streets on the south, and Causeway Street on the north, and extending from Tremont Street to the water front, the proportion of all the accidents increased from 9 per cent. in 1907 to 28 per cent. in 1908. Second, in the territory including the Back Bay, Boylston Street, the boulevards, parks and all centers of the automobile business, a territory in which the temptation to overspeeding is very great, the proportion of all the accidents decreased from 69 per cent. in 1907 to 44 per cent. in 1908.

These facts show that in the business section, which offers little chance for a high rate of speed, motor cars have been so operated as to raise in one year the proportion of accidents from 9 per cent. to 28 per cent. of the whole; and that in the other parts of the city, as described, in which almost all the prosecutions have been made, the proportion of accidents, despite the increase in the number of cars in use, has dropped from 69 per cent. to 44 per cent.

Without relaxing in other directions, it will be a part of the duty of the police in the coming year to put strong pressure upon those who use dangerous methods in the business section.

#### MOTOR TAXICABS.

The introduction of motor taxicabs made necessary a special schedule of rates and conditions of operation, which was established in July. It was further required that each cab should be licensed as a hackney carriage and each chauffeur as a hack or cab driver, in addition to the registration and license of the Highway Commission. Up to November 30 the number of taxicabs licensed by the Police Commissioner was 66 and the number of drivers 185. This precaution was fully justified by results. Fast driving became at once so common that a special warning was issued, and thereafter, within a few weeks, the police licenses of

12 drivers were revoked, following conviction in court of over-speeding. In a few meritorious cases the licenses were restored after two or three weeks for further trial. The effect of these revocations was good, and towards the end of the police year similar complaints against drivers became comparatively rare.

#### JURY LISTS.

Under the provisions of chapter 348, Acts of 1907, which became operative this year, the Election Commissioners of the city of Boston were authorized to call upon the Police Commissioner for assistance in ascertaining the qualifications of persons proposed for jury service. As a result of such call the police investigated 7,899 citizens with reference to their moral, mental and physical qualifications or defects, visiting each one personally if living in Boston and obtaining from others to whom he was known such additional information as seemed desirable. Of the 7,899 persons investigated, 780 were dead or could not be found in Boston, 492 were physically incapacitated, 156 had been convicted of crime, 119 were unfit for jury service for various reasons, and 6,352 were reported as apparently fit in all respects for jurors. This was a very arduous piece of extra work for the police, especially as in hundreds of cases it became necessary to trace persons who had changed their places of residence through two, three and even four police divisions. If the quality of jurors furnished by the city of Boston is not greatly improved by this process, which the police must go through annually, it never can be.

#### SMALL LOANS.

There are now two classes of licenses for persons engaged in the business of making loans of \$200 or less at a rate of interest greater than 12 per cent.

The first is for loans secured by mortgage, pledge of household furniture or other property exempt from attachment, or by assignment of wages for personal services. This class of business was seriously affected by provisions of chapter 605, Acts of 1908, which required that an assignment of wages, in order to be valid, should be approved by the employer and by the wife of the person assigning, if married. The constitutionality of these

provisions has been questioned, and the matter is now before the Supreme Judicial Court.

The second class of licenses applies to persons engaged in the business of making small loans, as above described, for which no security is taken other than a note or contract, with or without an endorser. This class owes its origin to chapter 605, before the passage of which such loans were made without official regulation. Under the provisions of the act, and after much consideration, the Police Commissioner made rules governing this business, which will be found at the end of this report.

In 1907 there were issued 55 licenses of the single class then required. Between Sept. 1 and Nov. 30, 1908, there were issued of that class 44 licenses and of the new class 40, making a total of 84. The whole number of applications was 92, but 4 were withdrawn, 3 are pending and 1 was rejected. In many cases both licenses were issued to the same person, firm or corporation. The annual fee for each license is \$50.

The business has become so extensive that it now requires the whole time of an inspector of police, who reports upon applicants for licenses, examines the reports of licensees to the Police Commissioner and the books which they are required to keep at their places of business, and investigates complaints from borrowers. Many methods of evading the laws and regulations will undoubtedly be developed and some have already appeared. As the borrower, when he wants money, is in collusion with the lender, the work of detection and conviction will be difficult.

#### JUVENILE OFFENDERS.

The second full year of the juvenile laws which became effective Sept. 1, 1906, shows larger results in police work, despite its difficulties and discouragements. The problem of lawless youth, with its dangerous possibilities for the future, is still, in my opinion, the most serious that confronts the community.

The statistics which follow were prepared especially for the purpose of showing the number of persons under the age of seventeen years who were in the hands of the police for any reason in the twelve months ended Nov. 30, 1908, their offences, their ages and the disposition of their cases. These figures will

not agree precisely with those contained in the general tables attached to this report, because in the latter cases the classification is usually with regard to the offences, rather than to the ages of the offenders.

The number of juveniles in the hands of the police in the two years, at different ages, practically all those under eight being among the neglected children, is as follows:—

	1908.	1907.
Under eight years, . . . . .	99	46
Eight years, . . . . .	77	78
Nine years, . . . . .	138	143
Ten years, . . . . .	236	238
Eleven years, . . . . .	309	265
Twelve years, . . . . .	452	366
Thirteen years, . . . . .	488	413
Fourteen years, . . . . .	595	433
Fifteen years, . . . . .	692	499
Sixteen years, . . . . .	743	597
Total, . . . . .	3,829	3,078

The increase in the total is 24 per cent. In the ages under fourteen and between sixteen and seventeen there is no substantial variation from the general average; but between fourteen and fifteen the increase is 37 per cent., and between fifteen and sixteen it is 38 per cent. This condition shows that it is among the larger boys, from fourteen to sixteen years of age, that lawlessness is growing.

The causes which brought these 3,829 delinquent, neglected and wayward children into the hands of the police were as follows:—

Larceny and attempted larceny, . . . . .	762
Breaking and entering buildings, . . . . .	414
Breaking and entering buildings, attempted, . . . . .	13
Breaking and entering railroad cars, . . . . .	7
Breaking and entering vessels, . . . . .	4
Assault and battery, . . . . .	302
Assault, indecent, . . . . .	3
Assault, felonious, . . . . .	2
Assault on police, . . . . .	2
Assault to rob, . . . . .	1
Malicious mischief, . . . . .	225
Gaming on the Lord's Day, and present at, . . . . .	193
Gaming in public streets, . . . . .	43



Stealing rides, . . . . .	188
Throwing missiles in streets, . . . . .	182
Throwing rubbish in streets, . . . . .	4
Neglected children, . . . . .	171
Trespass, . . . . .	153
Fugitives and runaways, . . . . .	122
Suspicious persons, . . . . .	112
Stubborn children, . . . . .	93
Violating conditions of license (newsboys), . . . . .	91
Violating conditions of probation, . . . . .	15
Violating conditions of pardon, . . . . .	6
Violating conditions of parole, . . . . .	2
Discharging firearms and fireworks in the streets, . . . . .	66
Railroads, loitering on property of, . . . . .	47
Railroads, walking on tracks of, . . . . .	34
Railroads, disturbing signals of, . . . . .	2
Playing ball in public streets, . . . . .	44
Playing football on Common on Sunday, . . . . .	3
Park rules, violating, . . . . .	43
Fires, setting, in streets and buildings, . . . . .	41
Fires, false alarms of, . . . . .	7
Unlawful appropriation of streets, . . . . .	35
Idle and disorderly, . . . . .	33
Disturbing peace, . . . . .	33
Disturbing school, . . . . .	1
Disturbing public meetings, . . . . .	4
Robbery and attempted robbery, . . . . .	31
Newspapers, selling, on Common without license from the mayor, . . . . .	29
Newspapers, selling, without license, . . . . .	14
Wayward children, . . . . .	28
Drunkenness, . . . . .	28
Violating Sunday law (bootblacks), . . . . .	20
Violating spit law, . . . . .	12
Violating health law, . . . . .	7
Violating peddling law, . . . . .	7
Begging in streets, . . . . .	17
Profanity, . . . . .	16
Truancy, . . . . .	13
Default warrants, . . . . .	12
Unlawful use of streets, . . . . .	12
Bathing in public places, . . . . .	11
Obstructing sidewalks, . . . . .	9
Arson and attempted arson, . . . . .	7
Carrying dangerous weapons, . . . . .	6
Receiving stolen goods, . . . . .	5
Vagrancy, . . . . .	5
Fornication, . . . . .	4

Cruelty to animals, extinguishing street lamps, unnatural act, 3 each. . . . .	9
Evading car fare, posting bills on buildings, 2 each, . . . .	4
Violating automobile law, bastardy, desertion, distributing hand bills, forgery, using false measure, interfering with fire alarm, lewd and lascivious conduct, setting up a lottery, night walking, using obscene language, having obscene pictures, obstructing street cars, refusing to place a wagon as directed, taking water from standpipe, 1 each, . . . . .	15
Total. . . . .	3,829

The increase in the number of all cases, as compared with 1907, is 751. Of this increase 329 cases are chargeable to neglected children, fugitives, runaways, suspicious persons, desertion and violation of conditions of pardon, probation or parole. As these represent either no offence or no original offence against the laws they may be put aside. This leaves an increase in all other cases of 422.

Taking offences of a serious character, such as are common to adults as well as to juveniles, the following show increases: —

	1908.	1907.	Increase.
Larceny and attempted larceny, . . . .	762	757	5
Breaking and entering and attempted, . . . .	438	380	58
Assault and battery, . . . . .	302	296	6
Gaming on the Lord's Day or in public streets, and present at.	236	152	84
Setting fires in streets and buildings, . . . .	41	14	27
Robbery and attempted robbery, . . . .	31	11	20
Drunkenness, . . . . .	28	27	1
Violating health, peddling and spit laws,	26	—	26
Begging in streets, . . . . .	17	5	12
Fornication, . . . . .	4	1	3
Indecent assault, . . . . .	3	—	3
Unnatural act, . . . . .	3	—	3
Cruelty to animals, . . . . .	3	—	3

	1908.	1907.	Increase.
Posting and distributing bills, . . . . .	3	—	3
Assault on police, . . . . .	2	—	2
Bastardy, . . . . .	1	—	1
Lewd and lascivious conduct, . . . . .	1	—	1
Night walking, . . . . .	1	—	1
Using false measures, . . . . .	1	—	1
Maintaining a lottery, . . . . .	1	—	1
Using obscene language, . . . . .	1	—	1
Assault to rob, . . . . .	1	—	1
Totals, . . . . .	1,906	1,643	263

Offences of a similar character which showed a decrease were as follows:—

	1908.	1907.	Decrease.
Discharging firearms and fireworks in the streets, . . . . .	66	78	12
Profanity, . . . . .	16	20	4
False alarms of fire and interfering with apparatus, . . . . .	8	20	12
Arson and attempted arson, . . . . .	7	17	10
Carrying dangerous weapons, . . . . .	6	7	1
Receiving stolen goods, . . . . .	5	9	4
Felonious assault, . . . . .	2	3	1
Forgery, . . . . .	1	3	2
Violating automobile law, . . . . .	1	2	1
Threats, . . . . .	—	3	3
Rape, . . . . .	—	1	1
Manslaughter, . . . . .	—	1	1
Committing nuisances in public streets, . . . . .	—	4	4
Totals, . . . . .	112	168	56

The following offences, peculiar to juveniles or peculiar to them under present conditions, showed increases:—

	1904.	1907.	Increase.
Stealing rides, . . . . .	183	132	56
Violating conditions of license (newsboys), . . . . .	91	43	48
Loitering on railroad property, walking tracks and disturbing signals. . . . .	83	—	83
Playing ball in public places, . . . . .	47	—	47
Violating park rules, . . . . .	43	10	33
Selling newspapers without license, . . . . .	43	—	43
Wayward children, . . . . .	28	16	12
Violating Sunday law (bootblacks), . . . . .	20	8	12
Truancy, . . . . .	13	3	10
Bathing in public places, . . . . .	11	3	8
Extinguishing street lamps, . . . . .	3	—	3
Evading car fare, . . . . .	2	—	2
Obstructing street cars, . . . . .	1	—	1
Refusing to place a wagon, . . . . .	1	—	1
Taking water from standpipe, . . . . .	1	—	1
Totals, . . . . .	575	215	360

Juvenile offences which showed decreases were as follows:—

	1904.	1907.	Decrease.
Malicious mischief, . . . . .	225	266	41
Throwing missiles and rubbish in streets, . . . . .	186	202	16
Trespass, . . . . .	158	188	30
Stubborn children, . . . . .	93	110	17
Unlawful use and appropriation of streets, . . . . .	47	72	25
Disturbing peace, public meetings and school. . . . .	38	51	13
Idle and disorderly, . . . . .	33	34	1
Obstructing sidewalks, . . . . .	9	11	2
Totals, . . . . .	789	934	145

This classification of offences is not scientific and none can be; but it will be of some service. It shows that in offences common to adults as well as to juveniles there was a net increase of 207; and in offences peculiar to juveniles, a net increase of 215; total, 422.

The table which follows gives the disposition in the lower courts and by the police of the juvenile cases of the year, together with such figures of 1907 as are applicable. The figures of 1907 which do not appear are of no significance.

	1908.	1907.
Probation, . . . . .	1,129	1,116
On file, . . . . .	1,123	1,023
Discharged by court, . . . . .	396	104
Discharged at station houses, . . . . .	119	231
Fined, . . . . .	376	156
Suffolk School, . . . . .	183	89
Delivered to parents, . . . . .	110	2
Delivered to unofficial charitable institutions and societies.	98	72
Pending, . . . . .	84	76
Concord Reformatory, . . . . .	54	35
Lyman School, . . . . .	45	37
State Board of Charity, . . . . .	34	13
Parental School, . . . . .	21	13
Lancaster School, . . . . .	17	19
Defaulted, . . . . .	11	8
House of Reformation, . . . . .	6	2
Delivered to police outside of Boston, . . . . .	6	4
House of Correction, . . . . .	5	2
Held for grand jury, . . . . .	8	-
Licenses revoked, . . . . .	2	-
Jail, . . . . .	1	1
Delivered at Navy Yard, . . . . .	1	-
Total, . . . . .	3,829	-

It is evident that between 1907 and 1908 there was an important change in the policy of the courts with respect to juvenile offenders. Punishments by fine or by confinement in institutions increased largely, not only in numbers but in percentages. This matter is important enough to call for a special analysis.

In 1907 there were 3,078 juveniles in the hands of the police, and in 1908 there were 3,829. Deduct from each year's total those delivered to their parents, to outside police, to the State Board of Charity, to unofficial charitable societies and institutions, the cases pending, defaulted or sent to the grand jury, those discharged at station houses, and those discharged by courts because of youthfulness or lack of evidence. These deductions will leave cases fairly brought forward for sentence at 2,568 in 1907 and 2,962 in 1908. This is an increase of 15 per cent.

The actual sentences to fines or to public reformatory or correctional institutions in the two years were as follows:—

	1908.	1907.
Fined, . . . . .	376	156
Suffolk School, . . . . .	183	89
Concord Reformatory, . . . . .	54	35
Lyman School, . . . . .	45	37
Parental School, . . . . .	21	13
Lancaster School, . . . . .	17	19
House of Reformation, . . . . .	6	2
House of Correction, . . . . .	5	2
Jail, . . . . .	1	1
Totals, . . . . .	708	354

The substantial penalties, therefore, were increased in number by 100 per cent., while the increase in the cases eligible, so to speak, to such penalties was but 15 per cent.

The wanton or malicious breaking of glass in windows and street lamps has become prevalent to an astonishing extent. It is so easily done, without fear of detection, whether by day or by night, from the street or from behind fences, or even by the throwing of missiles from open windows, that nothing can stop it except the fear of consequences to the comparatively few in number who are caught. The prevalence and the increase of this practice illustrate as well as anything can the spirit of lawlessness and of disregard for the rights and the safety of others which is so common. In the course of the year the police succeeded in presenting to the courts 151 boys charged with this offence, and their cases were disposed of as follows:—

Placed on file, . . . . .	61
Placed on probation, . . . . .	36
Discharged, . . . . .	31
Pending, . . . . .	13
Suffolk School, . . . . .	3
Fined, . . . . .	2
Ordered to contribute \$1.60 each to pay for a particular piece of destruction, . . . . .	5
Total, . . . . .	151

This is a record to encourage rather than to stop a practice which has been the subject of complaint to the police by hundreds of citizens, by almost every city department which has property exposed and by at least one State department. The breaking of glass is but one of many forms of destruction by boys which are not effectively punished. The police hold the post of trouble and harassment between careless parents and lenient courts. Property owners demand protection, which can be given only through the exemplary punishment of offenders; and when 151 supposed offenders are presented to the courts, the visible result is 2 fines and 3 commitments to the Suffolk School,—the commitments being doubtless influenced largely by other previous offences. I am aware that sometimes the courts release boys on condition that they pay for the broken glass. Such payment is doubtless comforting to the owner of the property, but its effect in restraining other boys is practically nothing.

There is one powerful ally without whom this contest for law and order cannot be successfully fought. That is the parent. He is careless now and will so remain as long as the offences of his children cost him nothing. Make him pay for them through fines and he will become interested and efficient; possibly he will even employ those forms of chastisement which he alone practically has now the right to inflict.

Although the juvenile laws deal only with persons under seventeen years of age, to whom alone all the information under this head applies, it is a fact of startling significance that the number of persons just over that age, that is to say, from seventeen to twenty years, in the hands of the police last year was 3,970. These are the graduates of the juvenile class in the three years just gone, and if their offences were analyzed they would be found to have in them little that is childish and a great deal that is representative of the most serious forms of adult crime.

#### CARRYING DANGEROUS WEAPONS.

Under the act of 1906 which authorized the Police Commissioner, in common with certain other officials, to grant licenses for the carrying of loaded pistols or revolvers on the person, the following action has been taken by him:—

	Applications.	Granted.	Refused.
1906, . . . . .	443	412	31
1907, . . . . .	681	625	56
1908, . . . . .	1020	882	138

These licenses are granted in large measure to express and bank messengers, watchmen, special policemen and others whose occupations and characters establish a *prima facie* case in their favor. Citizens in general seem to be unable to understand that under the law a licensee must not only be of good character but must have reason to fear bodily harm. Both conditions are investigated by the police and both must be found. A police report that is often made is that, although the applicant is of good



character and has some reason for wishing to carry a revolver, his nervous or irritable temperament makes him an unsafe person.

Labor troubles always bring applicants. They are invariably refused, and the heat of their consequent criticism of the Police Commissioner is not cooled by the information that if they are dissatisfied with his judgment they are at liberty to apply to the mayor of any city, the selectmen of any town or to any judge of a court, to all of which officials the law gives the right to issue revolver licenses good throughout the Commonwealth.

An officer of a society whose request had been refused threatened mandamus proceedings,— missing the humorous point that the judge hearing the petition would himself be one of the officials clothed by the statute with authority to license. A citizen who had changed from one ward political faction to another asked for a license because he feared that his late associates would kill him. Another, in a somewhat similar situation, applied in person the day before an election. He was advised that if he made an application in writing it would be considered in the regular way. "But," he exclaimed, "I want to take the revolver to the polls in the morning." Neither of these applicants received a license and both are still thoroughly alive.

A few women have applied, usually because they carried large sums of money through the streets at regular hours, for deposit or for pay rolls; and when found to be personally fit they have been licensed. Not so a woman who asked lately for a license and was found on investigation to be seeking to arm herself against her sister, with whom she had quarrelled, the two being tenants of the same house which they jointly owned.

Prosecutions last year for carrying dangerous weapons on the person numbered 154. In practically all cases they resulted from searches of prisoners arrested for other offences, and this circumstance is significant in two ways:—

*First.*— It is only through an arrest for another offence and a consequent search, or by sheer accident, that evidence to convict for carrying a dangerous weapon can be secured.

*Second.*— The practice of carrying such weapons must be far less common than is generally supposed. The total number of prosecutions of all kinds in 1908 was, in round numbers, 68,000.

Deducting all persons who were summoned to court, all persons under seventeen years of age and all women it will be found that 53,000 men and boys above seventeen years of age were under arrest at station houses and were there searched. As all persons upon whom dangerous weapons are found are prosecuted for that offence, and as the prosecutions numbered only 154, it follows that of the males above seventeen years of age arrested the proportion found to be unlawfully armed was only about 1 in 345.

As the law stands to-day a policeman has no right to lay hand upon a man merely because he suspects him of being armed. At night only he may arrest him as a suspicious person, take him to the station house and there search him; but not in the daytime. I have little faith in any of the proposed methods of reducing the number of men unlawfully armed, such as licensing sales of revolvers, etc. The bad man will secure his weapon in spite of all; the problem is to catch him with it on his person and then to punish him as he is not now punished. The only effective legislation, in my judgment, would be in the direction of enlarging the power of the police to search persons reasonably suspected of carrying dangerous weapons contrary to law.

#### SOLICITING MONEY IN THE STREETS.

At times each year persons representing certain religious and benevolent organizations appear in public places with placards and contribution boxes seeking gifts of money. This work at first was an incident of Thanksgiving or Christmas, and was tolerated by the police authorities of the time. It was then carried on by members of the organizations for a few days, and for the specific purpose of providing a Thanksgiving or a Christmas dinner for needy persons; but it has grown year by year until now more than fifty solicitors, many of them employed as such, are out annually for several weeks in the months of November and December. Their presence in the public streets is contrary to laws which are now enforced against other persons and must hereafter be enforced against all. With solicitors who stand on private property the police have nothing to do; neither are they responsible for those who stand on the Common or other public grounds, provided they obtain permission from the city author-

ities. As the solicitation in public streets had been tolerated for a number of years it seemed proper to give reasonable warning before stopping it. I therefore gave notice, early in the autumn, to the principal officer of the leading organization that the work, unless legalized, could not be continued after this year. He accepted the notice in good faith and expressed the intention of seeking the sanction of law.

#### STREET STANDS, ETC.

The law concerning the storage and sale of merchandise in the public streets of Boston, chapter 584, Acts of 1907, has passed its first full year of operation. It was designed to legalize whatever was good and to eradicate whatever was bad in a system of street occupancy for private mercantile purposes which had grown to extensive proportions, contrary to law, though sometimes under permits issued by city departments but of no legal value. In my annual report for 1906 I explained the situation, and stated that unless the Legislature deemed it expedient to pass a law under which such occupancy might be made legal, with proper regulations, I should consider it my duty to prosecute persons making illegal use of the streets. The result was the passage of chapter 584, under which the street commissioners have authority to issue licenses for street stands on applications approved by the Police Commissioner, and the Police Commissioner is empowered to determine the times and places at which hawkers and peddlers may carry on their business.

The operation of this act has done away with the unlawful seizure and use of parts of public streets for private purposes, to the injury of the public. At the same time it has made it possible to assign lawfully, on application, such precise spaces as can be spared from the uses of vehicles and foot passengers. These assignments are made in all parts of the city, and in those streets in which there are many applicants all whose situations are alike receive equal allotments. The act also has enabled the Police Commissioner to clear completely from the business part of the city hawkers and peddlers whose push-carts, baskets and stands were formerly so serious an interruption to traffic.

The moderate license fees which the street commissioners were authorized to charge are but an incident in an important

reform; but it is worth noting that in the first year of the operation of the law and the beginning of the second year the city of Boston has benefited by these fees to the extent of about \$32,000.

As chapter 584 was not only a new law but represented a new kind of legislation, and its provisions were necessarily elaborate, the practical use to which it has been subjected has uncovered a few minor points which it is desirable to amend. The form of the amendments I shall have the honor hereafter to recommend.

#### THE LAW AGAINST SPITTING IN CERTAIN PLACES.

The act of 1906 against spitting on sidewalks and in other public or semipublic places failed in operation because it did not authorize the immediate arrest of offenders. The police had no authority other than to take names and apply for summonses; but as the names given were almost always fictitious, enforcement of the law became impracticable. On representation to the Legislature an amendment was passed in 1907 which gave the right of arrest to a police officer for an offence under this law committed in his presence by a person unknown to him.

The legal machinery having been made effective, it became my duty to enforce the law. With a city of 620,000 inhabitants, a similar population within a dozen miles and tens of thousands of strangers from a distance present every day, the method of enforcing such a law was especially difficult to determine. The difficulty was not that offenders could not be detected, but that their number at one time or another was almost coequal with the male portion of the people in the streets. I felt that prosecutions would be without general effect, merely imposing hardship upon persons ignorant of the law, unless such publicity could be given to them as would serve as a general warning. I therefore issued an order that, until further notice, three prosecutions a day should be made in each of the 15 land police divisions. My purpose was to scatter prosecutions throughout the city so that the news might be carried as far as possible, and so that the cases might be divided among eight courts instead of choking the business of one. By the second day the newspapers, as I had expected, observed what was happening

in the courts and made considerable display of it in their news columns, thus aiding the desirable publicity.

This plan of forty-five prosecutions a day was followed for about a fortnight, when commanding officers of divisions began to report difficulty in obtaining the number of cases ordered. This was proof, additional to my own observation, that great improvement had been secured in the streets. Commanding officers were then instructed to prosecute only such cases as arose, so to speak, in a natural way. The result for the police year was 983 prosecutions. The courts have imposed fines ranging from \$1 to \$5, and when unusual hardship seemed to be involved have placed cases on file. The original instructions to the police were to prosecute as far as possible mature men, who looked as if they knew better and had the means to pay fines. The bad habit can never be cured completely with so great a number of men coming and going, but conditions have been very much improved. Cases are coming on in a natural way, one, two or three daily, and should the situation become bad again the original process will be repeated.

I am of the opinion that the right of immediate arrest, similar to that contained in the amendment of 1907 to the "anti-spit law," should be extended to other misdemeanors which affect the health, cleanliness and good order of the city of Boston. Take, for instance, the throwing of rubbish into the streets. It is covered only by a city ordinance and the police have no right to arrest an offender. I know that the situation, especially as to practices actually dangerous to health, has been improved; but the conduct of great numbers of persons in this respect is still so barbarous that street litter is to be found almost everywhere. City officials and private citizens have an idea that the police might stop the throwing of rubbish into the streets if they chose. The truth is that in the one offence in perhaps fifty which the police are in the way of witnessing the policeman is absolutely powerless. He sees a man, for instance, drop a banana skin on a crowded sidewalk. What is the extent of his actual authority? Merely to ask the man to give his name and address. And the man asks why; the policeman answers that he wants to get a summons for him to court; and the man says that his name and address are nobody's business, which he may

say with impunity; but it is much more likely that he will give a fictitious name, or a genuine name with a genuine address fifty or a hundred miles away.

It seems to me to be an absurd condition in a city of the size of Boston that the power of a policeman who witnesses a violation of law or ordinance should be limited, because it is only a misdemeanor, to asking the offender for his name and address in order that he may summon him to court to be fined. This authority is perhaps sufficient in small places, where practically all persons are known to a policeman or may easily be identified, but in Boston it is inadequate. There are certain misdemeanors for which the statutes give to the police the right of immediate arrest and certain others in which the courts have recognized the right, but many which are especially offensive or dangerous in a large city carry no such right. I recommend, if practicable means can be found, that this situation be remedied by law.

#### THE DOG LAWS.

The number of dogs licensed in 1908 was 11,394, an increase of 832; and the fees amounted to \$29,053, an increase of \$2,293. This gain is undoubtedly due to unusual efforts by the police, to which the commanding officers were urged in April. The total is 65 lower than the best record previously made, in 1905, and it would have been the largest but for a loss of 152 in Division 9. Two divisions also showed losses, respectively, of 12 and 21; all others gained. The greatest actual gain was 212, or 39 per cent., in Division 16, Back Bay; and the highest percentage of gain was in Division 4, La Grange Street, 60 per cent. As the conditions in neither of these divisions are such as to make probable an appreciable increase in the number of dogs kept it is fair to attribute the gain to good police work. Division 14, Brighton, ranked next in actual increase, 160, or 22 per cent., and Division 5, East Dedham Street, next in percentage of increase, 26 per cent. This work will be pushed year by year, for every unlicensed dog represents a danger to the public, a money loss to the city and an injustice to the owners who obey the law.

For the second time in less than two years the police were charged in October by the city authorities with the duty of enforcing, for three months, the laws relating to the muzzling and

restraining of dogs. For the sake of a possible improvement of the legal machinery I feel justified in saying frankly, after two experiences, that the procedure which the police are required to follow is farcical. After the orders of the board of aldermen have been published in the newspapers, and the police, for the sake of aiding the movement, have delivered printed notices in hand to nearly 12,000 dog owners, the work of prosecuting persons who fail to obey is supposed to begin.

Dogs held in leash are exempt from the muzzle wherever they may be, and dogs on their owners' premises from both leash and muzzle. A policeman finds a dog in a public street without leash or muzzle, identifies him if he can by the number on the collar, and, from the record, ascertains the name and address of the owner. Does he then summon the owner into court? Not at all. He obtains from the city clerk two copies of the order of the mayor and aldermen, which has already been delivered to all owners of dogs, and these copies must be attested in writing by the city clerk. He then serves one copy in person on the owner of the dog, returns the other to the city clerk with certificate of service, and the first stage of the so-called prosecution is ended, without damage to any one.

Twelve hours, according to law, must then elapse, and should the policeman thereafter and before the aldermanic order has expired by limitation of time find the same dog delinquent in a public street he may apply for a summons for the owner. The owner appears in court and is fined \$5, or has his case placed on file.

It is evident that this whole procedure was devised without thought of the conditions existing in a city of the present size of Boston, and probably with reference only to the care of particular dogs of bad character. For an army of 12,000 dogs, to be restrained without regard to individual temper and conduct, it is absurdly unfit, especially when coupled with a time limit of three months. It subjects the law to ridicule, the innocent police to undeserved criticism, and it justly angers the conscientious owner, who sees his muzzled dog under the teeth of dogs that ought to be muzzled but are not.

It is not my province to join in the controversy as to whether or not dogs should be muzzled; but if the authorities are in

earnest the police should be provided with machinery that can be operated. The reforms in the existing procedure which are necessary to that end may be summarized as follows: —

1. The published notice, which is deemed sufficient for all other laws, orders and regulations, should suffice when dogs are to be muzzled.

2. A standard form for muzzles should be established, so that it need not be necessary for the police to wait until a dog has bitten somebody in order to secure evidence that the strap or other contrivance which it was wearing over its nose was not a muzzle in the sight of the law.

3. Freedom from the muzzle when on the owner's premises should apply only to houses or to securely enclosed land. In ninety-nine cases out of a hundred it is but an unobstructed step from a yard or a lawn to the street which offers so many temptations to an active dog.

4. When the order is violated the owner should be subject to summons, just as in the case of any other offence against law.

5. Policemen should not be expected to handle dogs or to kill them unless they are clearly dangerous at the time. A policeman cannot pick up a stray dog and carry him to a station house, perhaps a mile or more distant; and the shooting of an animal in a city street is almost sure to involve distressing incidents and danger to spectators.

I do not ask for legislation, but I deem it my duty to explain some of the defects of existing laws.

#### WORK IN THE PUBLIC PARKS.

The men permanently assigned to the public parks during the year were 2 sergeants, 20 patrolmen and 4 reserve men. Of these, 11 were mounted on bicycles, 5 on horses and 1 used an automobile. To aid this force, details were made on Sundays, holidays and special occasions, consisting of 3 lieutenants, 31 sergeants, 754 patrolmen and 192 reserve men, — an aggregate of 980 men. On July 4, for instance, the police at Franklin Park, the Marine Park and Jamaica Pond numbered 164 men. Additional protection to the parks is given by the many men not assigned thereto whose routes include streets which are park boundaries.



The increase in police work is shown in the parks as elsewhere. In July, 1895, the park police, appointed by the park commission, was incorporated in the police department under a special act of the Legislature. The park police at that time, according to the next preceding annual report of the commission, consisted of 1 lieutenant, 5 sergeants and 43 patrolmen, employed at a yearly cost of \$40,787. The 2 sergeants, 20 patrolmen and 4 reserve men regularly assigned to the parks in 1908, with the entire police force on call for assistance without extra expense, cost \$29,720.

There is no accessible record of the work done by the park police before they were incorporated, but as the same men, with additions, were retained in the parks in the years immediately succeeding, it is fair to assume that their work did not change materially.

The first record in detail is found in the annual report of the Board of Police for the year ended Nov. 30, 1897. In that year the force assigned regularly to the parks had been increased to 57 men, — 1 lieutenant, 5 sergeants and 51 patrolmen, — representing an annual cost of \$69,800.

This park force in 1897 made 204 prosecutions, 199 of the offenders being men and 5 women. Of the 204 prosecutions, 159 were for violation of the bicycle rules, an offence which has now disappeared, and 45 were for all other offences. The regular park force in 1908, of less than half the number, and costing but little more than two-fifths as much, made 1,099 prosecutions, — 1,012 men and 87 women. Of this total, 454 were for violating automobile rules and 645 were for other offences.

The 645 prosecutions for miscellaneous offences in the parks in 1908 stand against 45 in 1897. Offences which would have been prosecuted, whether committed in the parks or elsewhere, show their proportionate increase; but prosecutions for offences which indicate strict enforcement of special park rules are especially significant.

For instance, in 1897 the number of persons prosecuted for driving heavy teams in park ways, for having fresh-cut flowers in their possession, for trespassing on cultivated ground, for cutting or breaking shrubs, etc., for walking on plantations,

for sleeping on grass, and for picking flowers numbered 11, and in 1908 the number was 94.

In 1897 there were no other prosecutions for purely park offences aside from bicycles, but in 1908 the prosecutions affecting matters of order and security, such as discharging firearms and fireworks, gaming, playing games illegally, singing, drinking intoxicating liquors, throwing missiles and allowing dogs at large, numbered 130.

The park prosecutions of the year, shown according to the customary method, were as follows:—

	Males.	Females.	Totals.
Driving heavy teams in parkways, .	13	—	13
Running a motor vehicle faster than 8 miles an hour.	127	—	127
Running a motor vehicle faster than 10 miles an hour.	212	—	212
Running a motor vehicle faster than 12 miles an hour.	115	—	115
Discharging firearms, . . . . .	6	—	6
Vagrants, . . . . .	8	—	8
Disturbing the peace, . . . . .	1	—	1
Indecent assault, . . . . .	1	—	1
Indecent exposure, . . . . .	7	—	7
Assault and battery, . . . . .	18	—	18
Drunkenness, . . . . .	182	27	209
Larceny, . . . . .	5	—	5
Profanity, . . . . .	3	—	3
Gaming on the Lord's Day, . . . . .	19	—	19
Violation of park rules, miscellaneous, .	295	60	355
Totals, . . . . .	1,012	87	1,099

## SUSPENSION OF LICENSES.

It is a peculiar situation that the Police Commissioner has the power to revoke any of the thousands of licenses which he issues annually, but has not the power to suspend a license. A suspension is often a reasonable and effective measure of punishment or of discipline for an offence which does not justify complete revocation; but the only way in which that result can now be reached is the clumsy method of revoking a license and after a time issuing a new license to the same person. I recommend such legislation as will empower the Police Commissioner to suspend for a stated time any license which he has the power to revoke.

## DEPUTY SUPERINTENDENTS.

In order to secure the best possible organization of the police department, and therefore in the public interest, I recommend such legislation as shall provide that vacancies in the rank of deputy superintendent may be filled by the Police Commissioner by the appointment of such members of the force as are best fitted, according to his judgment and experience, to hold places of so great importance.

The commissioner has now full power to appoint the superintendent. He may choose a member of the police department or a person who has never belonged to it; and under chapter 291, Acts of 1906, he has the right to fix the salary, without recourse to any other authority, at any sum not exceeding \$5,000 a year. But in appointments to the position next in rank, that of deputy superintendent, the commissioner is bound by all the provisions of law which surround the promotion of a patrolman to be a sergeant, or, even those which attend the acceptance of an untried candidate to be a reserve man. He is held within the same limits as those which apply to a deputy superintendent of the smallest city department. But the duties of a deputy superintendent of police, and his relations to the superintendent and to the commissioner, differ organically and in detail from those of a deputy superintendent in any city department. Deputies in such departments have charge, as a rule, of particular bureaus or divisions, and seldom assume even temporarily the duties of superintendent. In the event of a

vacancy in a Boston city department, for instance, it is not a deputy who is assigned to take charge of the department but, as provided by law, the head of another department.

In the police department, on the other hand, which is in operation twenty-four hours a day every day in the year, a deputy superintendent is in full charge for parts of every day, and in the absence or disability of the superintendent steps at once into his place. Moreover, as there is but one commissioner, and in his absence the superintendent becomes by law the acting commissioner, a deputy takes the place of the superintendent, and succeeds him, should it become necessary, even as acting commissioner.

To this position of deputy, therefore, always important, and likely at times to carry supreme authority, the commissioner might be compelled, under existing laws, to appoint, with full knowledge of the fact, officers lacking the qualities required for the performance even of the routine parts of the duties of a deputy superintendent.

I am sure in the belief that the law should be so amended as to remove the police department from the danger of falling into such a plight. The commissioner may now appoint as superintendent a fit person, wherever found. He recommends no such latitude in making appointments to the rank of deputy superintendent, but does recommend that the law be so amended as to permit him and his successors to promote to that rank the officer or officers already in the department who, in his or their judgment, may be best qualified.

#### LAWS AND THEIR ENFORCEMENT.

There are certain offences against law which all persons, even those guilty of them, acknowledge to be criminal. Murder, burglary, robbery, arson and the like may be called natural crimes; and not even a professional criminal will either argue to the contrary or profess to believe that he in particular should be allowed to commit them. He will escape if he can, but he never questions the propriety of the most strenuous action on the part of the police to catch him, to secure his punishment and to prevent others from following his example.

But only a barbarous or a half-civilized people can be content with laws and law enforcement which affect only the "natural"

crimes. Civilized life requires very much more. It cannot exist without innumerable laws and ordinances, designed to secure and to promote the comfort, health, safety and morality of the people. Under this head, for example, comes the whole body of license, sanitary and building enactments. The quality of these and similar laws for the public safety and comfort, and the degree to which they are neglected or enforced, offer the surest test of the civilization of a community.

These laws, however, are disputed at every point by persons who know that they could hardly live without them as a whole and yet insist upon their right to break such of them as they find inconvenient. The man who obstructs a fire escape with an ice chest, and feels injured because he is fined, is a firm friend of the law which punishes the reckless driving of an automobile; but the driver, while disgruntled with the automobile law and with the police who check his course, believes that the man of the ice chest was punished less than he deserved. The owner of a house is angry when a boy's ball breaks a pane of his glass, and demands that the police stop ball playing in the streets, but when a policeman asks him to clear the snow and ice from his sidewalk he considers it an impertinence. The boy, on the other hand, and usually his parents, will regard the matter of the glass as a mere incident to a sport which, law or no law, the policeman has no right to interrupt.

And so it goes, through an infinite variety of clashing private interests and indulgences, with the policeman who is doing his duty standing always between two fires.

The weakness of our people is a lack of respect for law as law. A citizen will demand of the police a defense of the law which they are enforcing at the time, contrary to his interest or pleasure, though as a matter of fact the reason for the law's existence is none of the business of the police. Should a policeman undertake to invent and enforce laws of his own the citizen would regard him as a crazy tyrant, but he is indignant when the policeman refuses to nullify by neglect the laws legally enacted which he is sworn to enforce. The citizen rejoices in moments of exaltation that ours is a government of laws, but when the pinch comes to himself he wishes it to be a government of policemen, — of policemen with eyes shut and ears closed.

When such citizens ask the Police Commissioner why the

police have done certain things, and he answers "Because it is the law," they act as if insulted. They seem to regard such a reply as a mere quibble on his part, an evasion of the real issue, which in their minds, as commonly expressed by them, is "police interference" with something which they like to do even though contrary to law.

Another form of remonstrance, which might be excused in an agitated woman whose son the police had just saved from having his head broken by coasting under an electric car in a forbidden street, is not too foolish to be found occasionally on the editorial pages of pretentious newspapers. It runs something like this: "If the police would give less attention to boys coasting" — or to men spitting on sidewalks, or to women throwing slops into the street, or whatever the particular point at the time may be — "and more attention to catching thieves and robbers the people of Boston," etc., etc. Policemen who do their duty in comparatively small matters are all the more likely to do it when large ones come their way. No organized force needs to be stimulated to catch important criminals or to perform acts of conspicuous bravery, for those are the prizes of police work. Attention to small matters of law, moreover, interferes in no respect with the care of large matters. There is no particular time or place at which criminals may be caught. A policeman who looks into an alleyway to see if the fire escape is clear is quite as likely to catch a thief half way up as he would have been on the next street corner, and a policeman while preventing boys from coasting contrary to law is just as well placed for catching a dangerous runaway as anywhere else on his route.

The record of the Boston police in the past year shows that results in small matters and in large matters can grow side by side: and to those who criticise I say that, without hurrying and yet without halting or turning aside, the work of enforcing all laws and ordinances, while they continue to be an obligation upon the police, will be pushed steadily forward.

Respectfully submitted,

STEPHEN O'MEARA,

*Police Commissioner for the City of Boston*

## THE DEPARTMENT.

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The police department is at present constituted as follows:—

Police Commissioner.      Secretary.

### *The Police Force.*

Superintendent, . . . . .	1	Lieutenants, . . . . .	36
Chief inspector, . . . . .	1	Sergeants, . . . . .	86
Captains, . . . . .	25	Patrolmen, . . . . .	1,035
Inspectors, . . . . .	30	Reserve men, . . . . .	213
Inspector of carriages (lieutenant), . . . . .	1	Total, . . . . .	1,428

### *Signal Service.*

Director, . . . . .	1	Linemen, . . . . .	7
Assistant director, . . . . .	1	Driver, . . . . .	1
Foreman, . . . . .	1	Total, . . . . .	20
Signalmen, . . . . .	6		
Mechanics, . . . . .	3		

### *Employees of the Department.*

Clerks, . . . . .	10	Hostlers, . . . . .	13
Stenographers, . . . . .	3	Assistant steward of city prison, . . . . .	1
Messengers, . . . . .	3	Janitors, . . . . .	15
Matrons of house of detention, . . . . .	5	Janitresses, . . . . .	12
Matrons of station houses, . . . . .	7	Telephone operators, . . . . .	3
Firemen on police steamers, . . . . .	8	Total, . . . . .	83
Van drivers, . . . . .	2		
Foreman of stable, . . . . .	1		

### *Recapitulation.*

Police force, . . . . .	1,428
Signal service, . . . . .	20
Employees, . . . . .	83
Grand total, . . . . .	1,531

## DISTRIBUTION AND CHANGES.

The distribution of the force is shown by Table I. During the year 91 patrolmen were promoted from the reserve men, and 196 reserve men were appointed; 1 sergeant, 12 patrolmen and 1 reserve man discharged; 5 patrolmen and 5 reserve men resigned; 1 deputy, 1 captain, 1 lieutenant, 2 sergeants and 12 patrolmen retired on pension; 1 inspector, 1 lieutenant, 1 sergeant and 7 patrolmen died. (See Tables III., IV., V., VI.)

## POLICE OFFICERS INJURED WHILE ON DUTY.

The following statement shows the number of police officers injured while on duty during the past year, the number of duties lost by them on account thereof and the causes of the injuries:—

HOW INJURED.	Number of Men injured.	Number of Duties lost.
Continues sick on account of injuries received in 1907.	2	685
In arresting prisoners, . . . . .	14	186
In pursuing criminals, . . . . .	7	398
By stopping runaways, . . . . .	4	25
By cars and other vehicles at crossings, . . . . .	4	196
Various other causes, . . . . .	23	284
Totals, . . . . .	54	1,774

## WORK OF THE DEPARTMENT.

*Arrests.*

The total number of persons arrested, counting each arrest as that of a separate person, was 68,146, against 57,078 the preceding year, being an increase of 11,068. The percentage of increase was as follows:—

		Per Cent.
Offences against the person, . . . . .	Increase,	20.54
Offences against property, committed with violence, . . . . .	Increase,	29.34
Offences against property, committed without violence, . . . . .	Increase,	32.50



	Per Cent.
Malicious offences against property, . . . . .	Increase, 12.12
Forgery and offences against the currency, . . . . .	Increase, 42.00
Offences against the license laws, . . . . .	Increase, 174.17
Offences against chastity, morality, etc., . . . . .	Increase, 37.80
Offences not included in the foregoing, . . . . .	Increase, 17.13

There were 6,087 persons arrested on warrants and 56,057 without warrants; 6,002 persons were summoned by the court; 64,901 persons were held for trial and 3,245 were released from custody. The number of males arrested was 61,552; of females, 6,594; of foreigners, 31,262, or, approximately, 45.87 per cent.; of minors, 8,798. Of the total number arrested, 26,113, or 38.32 per cent., were nonresidents. (See Tables X., XI.)

The nativity of the prisoners was as follows: —

United States, . . . . .	36,884	Wales, . . . . .	29
British Provinces, . . . . .	5,358	East Indies, . . . . .	23
Ireland, . . . . .	13,678	West Indies, . . . . .	85
England, . . . . .	1,769	Turkey, . . . . .	104
France, . . . . .	128	South America, . . . . .	14
Germany, . . . . .	487	Switzerland, . . . . .	16
Italy, . . . . .	2,568	Belgium, . . . . .	35
Russia, . . . . .	2,837	Armenia, . . . . .	13
China, . . . . .	525	Africa, . . . . .	9
Greece, . . . . .	401	Hungary, . . . . .	12
Sweden, . . . . .	1,051	Asia, . . . . .	11
Scotland, . . . . .	879	Arabia, . . . . .	4
Spain, . . . . .	43	Mexico, . . . . .	3
Norway, . . . . .	290	Japan, . . . . .	5
Poland, . . . . .	391	Syria, . . . . .	35
Australia, . . . . .	21	Roumania, . . . . .	1
Austria, . . . . .	108	Cuba, . . . . .	1
Portugal, . . . . .	80	Bohemia, . . . . .	2
Finland, . . . . .	129	Malay, . . . . .	1
Denmark, . . . . .	97		
Holland, . . . . .	19	Total, . . . . .	68,146

The number of arrests for the year is 68,146, being an increase of 11,068 over last year, and 13,395 more than the average for the past five years. There were 42,468 persons arrested for drunkenness, being 5,079 more than last year, and 6,769 more than the average for the past five years. Of the arrests for drunkenness this year, there was an increase of 11.43 per cent. in males and

an increase of 6.25 per cent. in females from last year. (See Tables XI., XII.)

Of the total number of arrests for the year (68,146), 925 were for violations of the city ordinances; that is to say, 1 arrest in 74 was for such offence, or 1.36 per cent.

Fifty-five and ninety hundredths per cent. of the persons taken into custody were between the ages of twenty and forty. (See Table XIII.)

The number of persons punished by fines was 15,735, and the fines amounted to \$159,982.61 (See Table XII.)

One hundred and sixty-two persons were committed to the State Prison, 6,244 to the House of Correction, 141 to the Women's Prison, 268 to the Reformatory Prison and 2,068 to other institutions. The total years of imprisonment were 3,904 $\frac{2}{3}$ ; the total number of days' attendance in court by officers was 42,597; and the witness fees earned by them amounted to \$13,251.65.

The value of property taken from prisoners and lodgers was \$91,054.88.

Sixty witnesses were detained at station houses; 72 persons were accommodated with lodgings,— an increase of 453.84 per cent. from last year. There was an increase of about 3.97 per cent. from last year in the number of insane persons taken in charge, a decrease of about 8.31 per cent. in the number of sick and injured persons assisted, and an increase of about 8.94 per cent. in the number of lost children cared for.

The average amount of property reported stolen in the city for the five years from 1904 to 1908, inclusive, was \$138,714.01; in 1908 it was \$150,256.71, or \$11,542.70 more than the average. The amount of property reported stolen in and out of the city, which was recovered by the Boston police, was \$217,589.67, as against \$197,620.44 last year, or \$19,969.23 more.

The average amount of fines imposed by courts for the five years from 1904 to 1908, inclusive, was \$116,892.91; in 1908 it was \$159,982.61, or \$43,089.70 more than the average.

The average number of days' attendance in court was 37,766.2; in 1908 it was 42,597, or 4,830.8 more than the average. The average amount of witness fees earned was \$10,976.70; in 1908 it was \$13,251.65, or \$2,274.95 more than the average. (See Table XII.)

*Drunkenness.*

In arrests for drunkenness, the average number per day was 116+. There were 5,079 more persons arrested than in 1907,—an increase of 13.58 per cent.; 47.50 per cent. of the arrested persons were nonresidents and 48.73 per cent. were of foreign birth. (See Table XI.)

*Bureau of Criminal Investigation.*

The "Rogues' Gallery" now contains 29,848 photographs,—23,051 of which are photographs with Bertillon measurements, a system used by this department during the past ten years. In accordance with an act passed by the Legislature March 28, 1899 (chapter 203, sections 1 and 2), we are allowed photographs, with Bertillon measurements, of all convicts now in the several prisons in this State, and of those who have been confined there and who are measured under that system and photographs taken,—a number of which have already been added to our Bertillon cabinets. This, together with the adoption of the system by this department in 1898, is and will continue to be of great assistance in the identification of criminals. A large number of important identifications have thus been made during the year, for this and other police departments, through which the sentences in many instances have been materially increased. The records of 657 criminals have been added to the records kept in this bureau, which now contains a total of 30,860. The number of cases reported at this office which have been investigated during the year is 11,652. There are 18,893 cases recorded on the assignment books kept for this purpose, and reports made on these cases are filed away for future reference. Letters and telegrams to the number of about 2,704 yearly are now filed with the numbered reports to which they refer, so that all the papers pertaining to a case can be found in the same envelope, thus simplifying the matters when information is desired on any case. The system of indexing, adopted by this bureau for the use of the department, now contains a list of records, histories, photographs, dates of arrests, etc., of about 110,000 persons. There are also "histories and press clippings," now numbering 6,025, by this Bureau, in envelope form, for police reference.

The finger-print system of identification, which was adopted in June, 1906, has progressed in a satisfactory manner, and with its development it is expected that the identification of criminals will be facilitated. It has become very useful in tracing criminals and furnishing corroborative evidence when serious crimes have been committed.

The statistics of the work of this branch of the service are included in the statement of the general work of the department: but as the duties are of a special character, the following statement will be of interest:—

Number of persons arrested, principally for felonies, . . . . .	1,241
Fugitives from justice from other States, arrested and delivered to officers from those States, . . . . .	61
Number of cases investigated, . . . . .	12,500
Number of extra duties performed, . . . . .	3,225
Number of cases of homicide and supposed homicide investigated, and evidence prepared for trial in court, . . . . .	55
Number of cases of abortion and supposed abortion investigated, and evidence prepared for court, . . . . .	15
Number of days spent in court by officers, . . . . .	3,960
Amount of stolen property recovered, . . . . .	\$119,140.07
Amount of fines imposed by court, . . . . .	\$21,738.51
Number of years' imprisonment imposed by court, 972 years, 8 months	
Number of photographs added to the "Rogues' Gallery," . . . . .	2,222

*Miscellaneous Business.*

	1905-06.	1906-07.	1907-08.
Abandoned children cared for, . . . . .	24	25	33
Accidents reported, . . . . .	2,555	2,830	2,579
Buildings found open and made secure, . . . . .	2,481	2,509	2,559
Cases investigated, . . . . .	24,491	21,559	24,397
Dangerous buildings reported, . . . . .	27	60	29
Dangerous chimneys reported, . . . . .	5	50	41
Dead bodies cared for, . . . . .	237	336	279
Dead bodies recovered, . . . . .	-	-	32
Defective bridges reported, . . . . .	1	5	5
Defective bulkheads, . . . . .	-	-	2
Defective cesspools reported, . . . . .	150	211	133
Defective coal holes, . . . . .	-	2	9
Defective drains and vaults reported, . . . . .	5	4	3
Defective fire alarms and clocks reported, . . . . .	33	6	9
Defective gas pipes reported, . . . . .	64	45	40
Defective hydrants reported, . . . . .	67	64	87

*Miscellaneous Business — Concluded.*

	1905-06.	1906-07.	1907-08.
Defective lamps reported, . . . . .	4,837	9,187	8,928
Defective fences, . . . . .	-	19	31
Defective signs, . . . . .	-	1	2
Defective sewers reported, . . . . .	48	41	28
Defective streets and walks reported, . . . . .	9,571	8,572	8,726
Defective trees, . . . . .	-	-	14
Defective water gates, . . . . .	-	-	3
Defective water pipes reported, . . . . .	125	157	250
Defective wires and poles reported, . . . . .	49	39	7
Disturbances suppressed, . . . . .	1,170	555	650
Extra duties performed, . . . . .	31,165	46,937	34,206
Fire alarms given, . . . . .	1,447	2,136	2,236
Fires extinguished, . . . . .	572	796	700
Insane persons taken in charge, . . . . .	386	403	419
Intoxicated persons assisted, . . . . .	14	11	36
Lost children restored, . . . . .	1,687	1,498	1,637
Missing persons reported, . . . . .	347	318	267
Missing persons found, . . . . .	138	152	155
Persons rescued from drowning, . . . . .	20	13	28
Sick and injured persons assisted, . . . . .	4,264	4,618	4,234
Stray teams reported and put up, . . . . .	195	201	131
Street obstructions removed, . . . . .	26,929	28,576	24,244
Suicide reported, . . . . .	-	-	1
Water running to waste reported, . . . . .	254	254	322
Witnesses detained, . . . . .	111	88	60

*Lost, Abandoned and Stolen Property.*

On the 1st of December, 1907, there were 396 articles of lost, abandoned or stolen property in the custody of the property clerk; 503 were received during the year, 601 were sold, for which \$581.53 was received and paid over to the city collector, and 11 delivered to owners, finders or administrators, 46 to the chief of the District Police, leaving 241 on hand.

## SPECIAL EVENTS.

The following is a list of special events transpiring during the year, and gives the number of police detailed for duty at each: —

1907.		Men.
Dec. 8,	Funeral of Edward Cohen, president Massachusetts Branch, American Federation of Labor, . . .	79
1908.		
Jan. 6,	Inaugural of mayor and city council, . . .	50
Jan. 8,	Police ball, . . .	89
Jan. 29,	Investiture of the pallium on Archbishop O'Connell, . . .	155
Feb. 12,	Firemen's ball, . . .	55
Mch. 17,	Evacuation Day, . . .	220
April 12,	Detail at Chelsea fire, . . .	100
April 12,	Detail at East Boston fire, . . .	162
May 25,	Barnum & Bailey's circus parade, . . .	55
May 29,	School regiment parade, . . .	425
May 30,	Work horse parade, . . .	127
May 30,	Harvard-Cornell boat race, . . .	96
June 1,	Ancient and Honorable Artillery parade, . . .	235
June 16,	The "night before," in Charlestown, . . .	215
June 17,	Anniversary, battle of Bunker Hill, . . .	537
July 8,	Fire, East Boston docks, . . .	140
July 22,	Detail at Jamaica Plain, . . .	238
July 23,	Detail at Forest Hills Cemetery, . . .	238
Aug. 4,	Knights of Pythias parade, . . .	659
Aug. 5,	Knights of Pythias parade, . . .	681
Sept. 2,	United Spanish War Veterans parade, . . .	727
Sept. 7,	Labor Day parade, . . .	786
Sept. 30,	Fire, Winchester Street, . . .	71
Oct. 28,	Celebration of Catholic centenary, . . .	195
Oct. 30,	Republican intercollegiate torchlight parade, . . .	644
Nov. 1,	Parade of the Holy Name societies, . . .	530
Nov. 3,	Bulletin boards, State election, . . .	333
Nov. 7,	Harvard-Carlisle football game, . . .	81
Nov. 11,	Parade of Ancient Order of Hibernians, . . .	125
Nov. 14,	Harvard-Dartmouth football game, . . .	111
Nov. 21,	Bulletin boards, Harvard-Yale game at New Haven, . . .	98
Nov. 21,	Special detail at Division 4, football night, . . .	175

## INSPECTOR OF CLAIMS.

The officer detailed to assist the committee on claims and law department in investigating claims against the city for alleged damage of various kinds reports that he investigated 548 cases, 11 of which were on account of damage done by dogs, resulting in the killing of 77 hens, 1 duck, 1 cow, 9 guinea pigs and 1 dog.

## OFFICERS DETAILED TO ASSIST MEDICAL EXAMINERS.

The officers detailed from the Bureau of Criminal Investigation to assist the medical examiners of Suffolk County report having investigated 1,114 deaths and attended 247 inquests, as follows: —

*Causes of Death in Cases investigated.*

Accident. . . . .	191	Homicide. . . . .	6
Alcoholism. . . . .	15	Manslaughter. . . . .	12
Asphyxiation (gas). . . . .	23	Murder. . . . .	6
Asphyxiation (smoke). . . . .	1	Natural causes. . . . .	390
Automobile. . . . .	10	Poison. . . . .	17
Abortion. . . . .	4	Railroad accident. . . . .	80
Burns. . . . .	83	Street railway accident. . . . .	35
Drowning. . . . .	58	Stillborn. . . . .	12
Electricity. . . . .	2	Strangulation. . . . .	8
Elevator. . . . .	22	Suffocation. . . . .	6
Explosion. . . . .	6	Suicide. . . . .	122
Exposure. . . . .	3		
Exhaustion. . . . .	2	Total. . . . .	1,114

*Causes of Death in Cases where Inquests were held.*

Abortion. . . . .	2	Asphyxiation. . . . .	1
Automobile. . . . .	4	Crushed by drawbridge. . . . .	1
Burns. . . . .	2	Drowning. . . . .	3
Elevators. . . . .	25	Falling iron. . . . .	4
Electricity. . . . .	4	Machinery. . . . .	5
Explosion. . . . .	7	Natural causes. . . . .	4
Falls. . . . .	23	Railroad. . . . .	82
Falling lumber. . . . .	6	Railway (street). . . . .	30
Fire engine. . . . .	3	Suffocation. . . . .	6
Horse. . . . .	1	Shooting. . . . .	1
Hose wagon. . . . .	1	Teams. . . . .	22
Poison. . . . .	2		
Struck by baseball. . . . .	1	Total. . . . .	247
Homicide. . . . .	7		

## HOUSE OF DETENTION.

The house of detention for women is located in the court house, Somerset Street. All the women arrested in the city proper are taken to the house of detention in vans provided for the purpose. They are then held in charge of the matron until the next session of the court before which they are to appear. If sentenced to

imprisonment, they are returned to the house of detention, and from there conveyed to the jail or institution to which they have been sentenced.

During the year there were 5,600 women committed, viz.: —

For drunkenness, . . . . .	3,066
For larceny, . . . . .	500
For night walking, . . . . .	229
For fornication, . . . . .	138
For insanity, . . . . .	121
For being idle and disorderly, . . . . .	79
For assault and battery, . . . . .	35
For adultery, . . . . .	26
For violation of the liquor law, . . . . .	26
For keeping a house of ill fame, . . . . .	53
For witnesses, . . . . .	5
For county jail, . . . . .	989
For municipal court, . . . . .	175
For various other offences, . . . . .	158
Total, . . . . .	5,600

#### POLICE SIGNAL SERVICE.

##### *Signal Boxes.*

The changes in the signal boxes during the year consisted of installing 2 new boxes, 1 on Division 11 and 1 on Division 2. The total number of boxes now in use is 461. Of these, 261 are connected with the underground system and 200 with the overhead.

##### *Miscellaneous Work.*

During the year the employees of this service responded to 1,076 trouble calls; inspected 461 signal boxes, 15 signal desks and 921 batteries; repaired 103 box movements, 12 registers, 28 polar box bells, 87 locks, 3 plungers, 14 time stamps, 6 gongs, 4 stable motors, 2 stable registers, 4 vibrator bells, besides repairing all bell and electric light work at headquarters and the various stations. There have been made 4 bells, 90 ratchets, 16 plungers, 150 complete box fittings, 16 movement slides, 3 auto traps and a large amount of small work that cannot be classified.

During the year all the telephone instruments used in the



signal system were removed and returned to the New England Telephone and Telegraph Company, of whom they were leased. They were replaced by instruments bought and owned by the department, thereby saving the yearly rental.

The telephone system in connection with the signal boxes at Division 14 is made practically useless by induction from high-tension wires. The wires on a portion of the district, the main streets, should be placed underground, to remedy the trouble.

There are in use in the signal service 27 horses, 19 patrol wagons and 13 pungs.

During the year the wagons made 40,235 runs, covering an aggregate distance of 34,358 miles. There were 39,469 prisoners conveyed to the station houses; 828 runs were made to take injured and insane persons to station houses, the hospitals or their homes; and 526 runs were made to take lost children to station houses. There were 743 runs to fires and 51 runs for liquor seizures. During the year there were 461 signal boxes in use, arranged on 60 circuits; 490,000 telephone messages and 3,229,204 "on-duty" calls were sent over the lines.

The following list comprises the property in the signal service at the present time: —

15 signal desks.	45 manholes.
60 circuits.	1 buggy.
461 street signal boxes.	1 line wagon.
14 stable call boards.	1 express wagon.
41 test boxes.	1 mugwump wagon.
921 cells of battery.	1 traverse pung.
71 miles underground cable.	2 small sleighs.
70 miles overhead cable.	1 caravan.
7½ miles of duct.	

#### HARBOR SERVICE.

The special duties performed by the police of Division 8, comprising the harbor and the islands therein, were as follows: —

Value of property recovered, consisting of boats, rigging, float stages, etc., . . . . .	\$24,583
Number of vessels from foreign ports boarded, . . . . .	691
Number of vessels ordered from the channel to proper anchorage, . . . . .	1,884
Number of vessels removed from the channel by police steamers, . . . . .	66
Number of cases of assistance rendered, . . . . .	163

Number of cases of assistance rendered to wharfingers, . . . . .	20
Number of permits granted vessels, in the stream, to discharge cargoes, . . . . .	49
Number of obstructions removed from channel, . . . . .	27
Number of alarms of fire on the water front attended, . . . . .	129
Number of fires extinguished without alarm, . . . . .	4
Number of boats challenged, . . . . .	1,592
Sick and injured persons assisted, . . . . .	10
Cases investigated, . . . . .	587
Dead bodies recovered, . . . . .	32
Dead bodies cared for, . . . . .	6
Rescued from drowning, . . . . .	2
Number of vessels ordered to put up anchor lights, . . . . .	36
Number of vessels assigned to anchorage, . . . . .	967
Steamers escorted, outgoing and incoming, . . . . .	205

The total number of vessels that arrived in this port during the year was 9,976. Of this number, 8,522 came from domestic ports, 763 from ports in the British Provinces and 691 from foreign ports. Of the latter, 648 were steamers, 5 ships, 21 barks and 17 schooners.

The police boat "Ferret" was in commission from June 16 to October 4, in the waters of the South Bay. She did good service; covered 3,850 miles, made 4 arrests for larceny and 12 for drunkenness; secured and returned to the owners several vessels found adrift; rendered assistance to persons found in a disabled power-boat; quelled 30 disturbances on different vessels and investigated 35 cases of different kinds that had been reported.

#### HORSES.

On the 1st of December, 1907, there were 88 horses in the service. During the year 6 were sold, 10 purchased, 2 shot on account of being disabled and 2 died. At the present time there are 88 in service, as shown by Table IX.

#### VEHICLE SERVICE.

##### *Automobiles.*

Automobile No. 820, a steam runabout, has been in service since June, 1905. It was on duty 266 days during the year and covered a distance of 13,572 miles in the streets of the West Roxbury district. The operating patrolman responded to 19

alarms of fire, investigated 102 cases, conveyed 4 lost children to their homes and made 29 arrests. He cautioned many operators regarding the speed limit.

Automobile No. 11517 has been in service since May 29, 1908. It was on duty 145 days and covered a distance of 7,250 miles on the outlying streets of the Dorchester district. The operating patrolman made 38 arrests, conveyed 29 prisoners to the station, 7 lost children to their homes, responded to 17 alarms of fire, cautioned 23 automobile operators and investigated 115 cases.

Automobile No. 823, a steam runabout, was purchased and put in commission June 29, 1907; was on duty in the parkways 311 days during the year. The operating patrolman made 39 arrests and cautioned many automobile operators regarding the speed limit.

Automobile No. 822, a steam runabout, was purchased July 13, 1907. It was put in commission July 16, 1907; was on duty in the streets and parks in the Back Bay district 318 days during the year. The operating patrolman made 300 arrests for violation of the automobile law, and cautioned many automobile operators regarding the speed limit.

Automobile No. 13080, a steam touring car, has been in service since June 9, 1908. It is used for the general work of inspection by the officials of the department.

Automobiles No. 9601, No. 4711 and No. 2388 were condemned by a board of inspection as unfit for further use in the department, and were given in exchange as part payment for car No. 13080.

*Cost of running Automobiles.*

Pay of officers, . . . . .	\$3,419 01
Repairs, . . . . .	1,112 52
Tires, . . . . .	1,514 79
Gasolene, . . . . .	689 20
Oil, . . . . .	99 88
Rent of garage. . . . .	716 00
Total, . . . . .	\$7,551 40

*Ambulances.*

The department is now equipped with 10 ambulances, located in the following police divisions: 1, 4, 6, 7, 10, 11, 13, 14, 15 and 16.

During the year the ambulances responded to calls to convey sick or injured persons to the following places: —

City Hospital, . . . . .	1,140
City Hospital (Relief Station), . . . . .	480
Massachusetts General Hospital, . . . . .	114
East Boston Relief Station, . . . . .	28
Carney Hospital, . . . . .	11
Lying-in Hospital, . . . . .	8
Faulkner Hospital, . . . . .	4
Emergency Hospital, . . . . .	3
Homœopathic Hospital, . . . . .	2
St. Elizabeth's Hospital, . . . . .	1
Metcalf Hospital, Winthrop, . . . . .	1
Marine Hospital, . . . . .	1
Emerson Hospital, . . . . .	1
Bay State Road Hospital, . . . . .	1
St. Mary's Infant Asylum, . . . . .	1
Chardon Street Home, . . . . .	1
Soldiers' Home, Chelsea, . . . . .	1
Calls where services were not required, . . . . .	147
Home, . . . . .	100
Police station houses, . . . . .	11
Morgue, . . . . .	29
From fires, . . . . .	3
Charles Street Jail, . . . . .	3
City Prison, . . . . .	1
Undertakers, . . . . .	2
Engine House No. 26, . . . . .	1
Ladder House No. 12, . . . . .	1
Chelsea fire, . . . . .	1
Total, . . . . .	2,097

*List of Vehicles used by the Department.*

DIVISIONS.	Patrol Wagons.	Other Wagons.	Automobiles.	Pongs.	Vans.	Ambulances.	Buggies.	Sleighs.	Totals.
Headquarters, . . .	-	-	1	-	-	-	-	-	1
Division 1, . . .	1	-	-	1	-	1	-	-	3
Division 2, . . .	1	-	-	-	-	-	-	-	1
Division 3, . . .	1	-	-	1	-	-	-	-	2
Division 4, . . .	1	-	-	-	-	1	-	-	2
Division 5, . . .	1	-	-	1	-	-	-	-	2
Division 6, . . .	1	-	-	1	-	1	-	-	3
Division 7, . . .	1	-	-	1	-	1	-	-	3
Division 8, . . .	-	-	-	-	-	-	-	-	-
Division 9, . . .	1	-	-	1	-	-	1	-	3
Division 10, . . .	1	-	-	1	-	1	-	-	3
Division 11, . . .	1	-	1	1	-	1	1	1	6
Division 12, . . .	1	-	-	1	-	-	-	-	2
Division 13, . . .	1	-	1	1	-	1	2	1	7
Division 14, . . .	1	-	-	1	-	1	1	1	5
Division 15, . . .	1	-	-	1	-	1	-	-	3
Division 16, . . .	1	-	2	-	-	-	1	1	5
Joy Street stable, . . .	4	4	-	1	4	3	3	3	22
Totals, . . .	19	4	5	13	4	12	9	7	73

## PUBLIC CARRIAGES.

During the year there were 1,653 carriage licenses granted, being an increase of 48 as compared with last year; 101 motor carriages were licensed, being an increase of 80 as compared with last year.

There has been a decrease of 38 in the number of horse-drawn licensed carriages during the year.

There were 103 carriages rejected on first inspection, but the defects being slight and having been remedied, they were subsequently re-inspected and passed.

There were 87 articles, consisting of umbrellas, coats, etc., left in carriages during the year, which were turned over to the inspector; 20 of these were restored to the owners, and the balance placed in the keeping of the lost property bureau.

The following is a detailed statement concerning licenses for public carriages and for the drivers of hacks and cabs:—

Number of applications for carriage licenses received,	1,655
Number of applications for carriage licenses refused,	1
Number of carriages licensed,	1,653
Number of licenses transferred,	99
Number of licenses cancelled or revoked,	69
Number of carriages inspected,	1,653
Number of carriages rejected,	none
Number of carriages reinspected and passed,	103
Applications for drivers' licenses reported upon,	1,580
Number of complaints against drivers investigated,	125
Number of warrants obtained,	14
Number of days spent in court,	9
Articles left in carriages, reported by citizens,	25
Articles found in carriages, reported by drivers,	62
Drivers' applications for licenses rejected,	3

#### WAGON LICENSES.

Licenses are granted to persons or corporations to set up and use trucks, wagons or other vehicles to convey merchandise from place to place within the city for hire.

During the year 5,350 applications for such licenses were received, 5,346 of which were granted and 4 rejected.

Of the licenses granted, 54 were subsequently cancelled for nonpayment of the license fee, 28 for other causes, and 21 transferred to new locations. (See Tables XIV., XVI.)

## LISTING MALE RESIDENTS OF BOSTON, ETC.

YEAR.	May Canvass.	Supplemental Applications.	Refused Certificates.	Granted Certificates.	Total Men listed.
1903, . .	181,045	3,412	53	3,359	184,404
1904, . .	193,195	1,335	55	1,280	194,475
1905, . .	194,547	705	8	697	195,244
1906, . .	195,446	775	24	751	196,197
1907, . .	195,900	782	28	754	196,654
1908, . .	201,255	1,302	57	1,245	202,500

*Women Voters verified.*

1903, . . . . .	14,611
1904, . . . . .	15,633
1905, . . . . .	14,591
1906, . . . . .	13,427
1907, . . . . .	12,822
1908, . . . . .	11,915

(See Tables XX., XXI., XXII.)

*Listing Expenses.*

The expenses of listing residents, not including the services rendered by the members of the police force, were as follows:—

Printing, . . . . .	\$16,643 75
Clerical service, . . . . .	6,533 19
Cards, . . . . .	1,163 37
Interpreters, . . . . .	1,025 52
Stationery, . . . . .	480 31

Total, . . . . .	\$25,846 14
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*Number of Policemen employed in Listing.*

May 1, . . . . .	1,007
May 2, . . . . .	969
May 3, . . . . .	826
May 4, . . . . .	500
May 6, . . . . .	78

## SPECIAL POLICE.

Special police officers are appointed to serve without pay from the city, on the written application of any officer or board in charge of a department of the city of Boston, or on the application of any responsible corporation or person, such corporation or person to be liable for the official misconduct of the person appointed.

During the year ending November 30 there were 614 special police officers appointed; 3 applications for appointment were refused for cause.

For city departments, . . . . .	151
For State departments, . . . . .	7
For railroad corporations, . . . . .	129
For other corporations or associations, . . . . .	131
For theatres and other places of amusement, . . . . .	140
For private institutions, . . . . .	51
For churches, . . . . .	5
<hr/>	
Total, . . . . .	614

## RAILROAD POLICE.

There were 11 persons appointed railroad policemen during the year, 4 of whom are employees of the New York, New Haven & Hartford Railroad, and 7 of the Boston Terminal Company.

## MISCELLANEOUS LICENSES.

The total number of licenses issued of all kinds was 23,558; transferred, 163; cancelled and revoked, 2,077. The officers investigated 412 complaints arising under these licenses. The fees collected and paid into the city treasury amounted to \$50,078.25. (See Table XIV.)

## MUSICIANS' LICENSES.

*Itinerant.*

During the year there were 214 applications for itinerant musicians' licenses received, 185 of which were granted, 21 rejected and 8 are pending. Of the licenses granted, 4 were subsequently cancelled on account of the nonpayment of the license



fee, 15 were surrendered and cancelled, and others issued in their stead, and 4 revoked, leaving 162 in force.

The officer detailed for this special service reports that during the year he examined 125 instruments, as follows: —

	Inspected.	Passed.	Condemned.
Street organs, . . . . .	64	62	2
Hand organs, . . . . .	13	13	—
Violins, . . . . .	15	15	—
Harpes, . . . . .	18	18	—
Flutes, . . . . .	5	5	—
Accordeons, . . . . .	1	1	—
Guitars, . . . . .	3	3	—
Bagpipes, . . . . .	1	—	1
Banjos, . . . . .	3	3	—
Mandolins, . . . . .	1	1	—
Ocarina, . . . . .	1	1	—
Totals, . . . . .	125	122	3

#### *Collective.*

Collective musicians' licenses are granted to bands of persons over fifteen years of age to play on musical instruments in company with designated processions, at stated times and places.

The following shows the number of applications made for these licenses during the last five years and the action taken thereon: —

Year.	Applications.	Granted.	Rejected.
1904, . . . . .	110	104	6
1905, . . . . .	118	112	6
1906, . . . . .	157	156	1
1907, . . . . .	154	152	2
1908, . . . . .	172	172	—

#### PUBLIC LODGING HOUSES.

Every building in the city of Boston, not licensed as an inn, in which 10 or more persons are lodged for twenty-five cents or less each per night, is a public lodging house, under chapter 242 of the Acts of 1904; and the Police Commissioner is authorized

to grant licenses to such lodging houses after the inspector of buildings has certified that the building is provided with proper exits and appliances for giving alarm to the inmates in case of fire, and the Board of Health has certified that the sanitary condition is satisfactory. Under this law 20 applications for licenses were received, 19 of them were granted and 1 is pending.

The following shows the location of the licensed lodging houses and the number of persons lodged in each during the year:—

LOCATION.	Number lodged.
19 Causeway Street, . . . . .	8,920
164 Commercial Street, . . . . .	19,589
194 Commercial Street, . . . . .	35,984
234 Commercial Street, . . . . .	13,538
238 Commercial Street, . . . . .	11,160
242-246 Commercial Street, . . . . .	25,145
17 Davis Street, . . . . .	48,178
42 Eastern Avenue, . . . . .	27,431
39 Edinborough Street, . . . . .	18,355
120 Eliot Street, . . . . .	49,057
37 Green Street, . . . . .	35,293
187 Hanover Street, . . . . .	51,986
67 Pleasant Street, . . . . .	21,542
886 Washington Street, . . . . .	77,269
1025 Washington Street, . . . . .	23,396
1051 Washington Street, . . . . .	43,727
1066 Washington Street, . . . . .	15,588
1093 Washington Street, . . . . .	27,440
1202 Washington Street, . . . . .	35,030
Total, . . . . .	588,628

## PENSIONS AND BENEFITS.

Dec. 1, 1907, there were 208 pensioners on the roll. During the year 17 died and 1 was dropped from the roll, viz., 1 captain, 1 inspector, 1 lieutenant, 14 patrolmen and a patrolman's children who had attained the age of sixteen years or more; and 18 were added, viz., 1 deputy superintendent, 1 captain, 1 lieutenant, 2 sergeants, 12 patrolmen and the mother of Patrolman Lynch, leaving 208 on the roll at date, including the widows of 11 and the mother of 1 policeman, who died from injuries received in the service.

The payments on account of pensions during the past year amounted to \$131,720.18, and it is estimated that \$132,907.50 will be required for pensions in 1909. This does not include pensions for 1 inspector and 3 patrolmen, all of whom are sixty-five years or over, and are entitled to be pensioned on account of age and term of service.

The invested fund of the police charitable fund on the 30th of November last amounted to \$207,550. There are 65 beneficiaries at the present time, and there has been paid to them the sum of \$7,526.49 during the past year.

The invested fund of the Police Relief Association on the 30th of November was \$109,252.99.

## FINANCIAL.

A requisition was made on the city council for the sum of \$2,102,226.58 to meet the running expenses of the department, including the pensioned police officers, house of detention, station house matrons, listing persons twenty years of age or more and police signal service for the financial year.

The total expenditures for police purposes during the past year, including the pensions, house of detention, station house matrons and listing persons twenty years of age or more, but exclusive of the maintenance of the police signal service, were \$2,000,910.75.

The total revenue paid into the city treasury from fees for licenses over which the police have supervision, and for the sale of unclaimed and condemned property, etc., was \$51,672.37. (See Table XIV.)

The cost of maintaining the police signal service during the year was \$55,412.49. (See Table XVIII.)





TABLE II.  
*List of Police Officers in Active Service who died during the Year ending Nov. 30, 1908.*

Rank.	Name.	Division.	Date of Death.	Cause of Death.
Patrolman, . . . . .	John C. Blake, . . . . .	16	June 7, 1908,	Pneumonia.
Lieutenant, . . . . .	Oscar E. Boynton, . . . . .	H.Q.	March 3, 1908,	Heart disease.
Patrolman, . . . . .	Charles A. Dolaher, . . . . .	6	Sept. 18, 1908,	Tuberculosis.
Patrolman, . . . . .	John J. Fitzgerald, . . . . .	13	April 6, 1908,	Apoplexy.
Patrolman, . . . . .	Everett H. Gould, . . . . .	15	June 12, 1908,	Septicemia.
Patrolman, . . . . .	Michael J. Kelly, . . . . .	16	March 29, 1908,	Pulmonary phthisis.
Patrolman, . . . . .	Albert E. Knight, . . . . .	5	June 15, 1908,	Suicide.
Patrolman, . . . . .	John T. Lynch, . . . . .	2	Jan. 16, 1908,	Abdominal hemorrhage.
Inspector, . . . . .	Lebbeus B. McCausland, . . . . .	H.Q.	Dec. 17, 1907,	Bright's disease.
Sergeant, . . . . .	Richard J. Neagle, . . . . .	8	March 3, 1908,	Heart disease.

TABLE III.

*List of Officers retired during the Year, giving Age at the Time of Retirement and the Number of Years' Service of Each.*

NAME.	Cause of Retirement.	Age at Time of Retirement.	Years of Service.
Badger, Charles A., . . .	Incapacitated,	51 years,	20 years.
Barry, Maurice R., . . .	Veteran, . . .	65 years,	13 years.
Brown, Roscoe D., . . .	Age, . . .	60 years,	33 years.
Calligan, Michael, . . .	Age, . . .	65 years,	35 years.
Carey, Daniel W., . . .	Age, . . .	63 years,	33 years.
Coolidge, James E., . . .	Veteran, . . .	65 years,	29 years.
Coulter, James M., . . .	Age, . . .	63 years,	34 years.
Curry, James J., . . .	Age, . . .	64 years,	36 years.
Driscoll, Daniel F., . . .	Age, . . .	61 years,	30 years.
Fernald, Almerin W., . . .	Age, . . .	60 years,	26 years.
Hunt, Charles W., . . .	Age, . . .	71 years,	35 years.
Lucas, Winslow B., . . .	Age, . . .	76 years,	38 years.
May, Benjamin, . . .	Age, . . .	61 years,	34 years.
Ramsell, Franklin L., . . .	Veteran, . . .	66 years,	20 years.
Richardson, George S., . . .	Veteran, . . .	66 years,	20 years.
Sullivan, Jeremiah B., . . .	Age, . . .	65 years,	34 years.
Thomas, Cyrus K., . . .	Age, . . .	74 years,	42 years.

TABLE IV.

*List of Officers who were promoted above the Rank of Patrolman during the Year ending Nov. 30, 1908.*

DATE.	Name and Rank.
Feb. 8, 1908,	Lieut. George A. Hall, to the rank of captain.
Feb. 8, 1908,	Lieut. George D. Yeaton, to the rank of captain.
Feb. 8, 1908,	Lieut. Daniel A. Ritter, to the rank of captain.
Feb. 8, 1908,	Lieut. Forrest F. Hall, to the rank of captain.
Feb. 8, 1908,	Lieut. John A. Brickley, to the rank of captain.
Feb. 8, 1908,	Lieut. Frank I. Jones, to the rank of captain.
Feb. 8, 1908,	Lieut. Edward A. Pease, to the rank of captain.
Feb. 8, 1908,	Lieut. James F. Driscoll, to the rank of captain.
Jan. 1, 1908,	Sergt. Francis J. McCauley, to the rank of inspector.
Feb. 8, 1908,	Sergt. Walter M. Murphy, to the rank of inspector.
Feb. 8, 1908,	Sergt. Silas T. Waite, to the rank of inspector.
Feb. 8, 1908,	Sergt. Hayden J. Ringer, to the rank of lieutenant.
Feb. 8, 1908,	Sergt. James E. Sanford, to the rank of lieutenant.
Feb. 8, 1908,	Sergt. John F. Dobbyn, to the rank of lieutenant.
Feb. 8, 1908,	Sergt. John E. Driscoll, to the rank of lieutenant.
Feb. 8, 1908,	Sergt. William F. Manning, to the rank of lieutenant.
Feb. 8, 1908,	Sergt. Herbert W. Goodwin, to the rank of lieutenant.
Feb. 8, 1908,	Sergt. Patrick F. King, to the rank of lieutenant.
Feb. 8, 1908,	Sergt. Clinton E. Bowley, to the rank of lieutenant.
Mar. 28, 1908,	Sergt. Joseph Harriman, to the rank of lieutenant.
Feb. 8, 1908,	Patrolman William G. Blazo, to the rank of sergeant.
Feb. 8, 1908,	Patrolman John J. Good, to the rank of sergeant.
Feb. 8, 1908,	Patrolman John F. Ahearn, to the rank of sergeant.
Feb. 8, 1908,	Patrolman Francis J. Mulligan, to the rank of sergeant.
Feb. 8, 1908,	Patrolman Edward H. Mullen, to the rank of sergeant.
Feb. 8, 1908,	Patrolman Abraham L. Killam, to the rank of sergeant.
Feb. 8, 1908,	Patrolman Cornelius H. Donovan, to the rank of sergeant.
Feb. 8, 1908,	Patrolman James Laffey, to the rank of sergeant.
Feb. 8, 1908,	Patrolman Bradley C. Mason, to the rank of sergeant.
Feb. 8, 1908,	Patrolman Dennis F. Murphy, to the rank of sergeant.
Feb. 8, 1908,	Patrolman Frederick N. Wheeler, to the rank of sergeant.
Feb. 8, 1908,	Patrolman Henry F. Barry, to the rank of sergeant.
Feb. 8, 1908,	Patrolman Joseph F. Hurley, to the rank of sergeant.
Feb. 8, 1908,	Patrolman Daniel F. Toomey, to the rank of sergeant.
Feb. 3, 1908,	Patrolman Perley S. Skillings, to the rank of sergeant.
Feb. 8, 1908,	Patrolman Harry P. Burns, to the rank of sergeant.
Feb. 8, 1908,	Patrolman John T. O'Hearn, to the rank of sergeant.



TABLE IV. — *Concluded.*

*List of Officers who were promoted above the Rank of Patrolman during the Year ending Nov. 30, 1908 — Concluded.*

DATE.	Name and Rank.
Feb. 8, 1908,	Patrolman Walter G. Horton, to the rank of sergeant.
Feb. 8, 1908,	Patrolman Alpheus W. Parker, to the rank of sergeant.
Feb. 8, 1908,	Patrolman Jeremiah N. Mosher, to the rank of sergeant.
Feb. 8, 1908,	Patrolman James W. Brooks, to the rank of sergeant.
Feb. 8, 1908,	Patrolman Ross A. Perry, to the rank of sergeant.
Mar. 28, 1908,	Patrolman Richard Fitzgerald, to the rank of sergeant.
April 4, 1908,	Patrolman Harry C. Berry, to the rank of sergeant.
May 27, 1908,	Patrolman Charles B. McCloskey, to the rank of sergeant.
Sept. 17, 1908,	Patrolman Gilbert H. Angell, to the rank of sergeant.

TABLE V.

*Number of Men of Each Rank in Active Service at the End of the Present Year who were appointed on the Force in the Year stated.*

DATE APPOINTED.	Superintendent.	Deputy Superintendent.	Chief Inspector.	Captains.	Inspectors.	Lieutenants.	Sergeants.	Patrolmen.	Reserve Men.	Totals.
1868, . . . . .	-	-	-	1	-	-	-	-	-	1
1869, . . . . .	-	-	-	1	-	-	-	-	-	1
1870, . . . . .	-	-	-	-	-	-	1	2	-	3
1871, . . . . .	-	-	-	-	-	1	-	-	-	1
1872, . . . . .	-	-	-	2	-	-	-	1	-	3
1873, . . . . .	-	-	-	4	-	-	1	4	-	9
1874, . . . . .	-	-	-	2	1	1	-	3	-	7
1875, . . . . .	-	-	-	-	-	1	-	10	-	11
1876, . . . . .	1	-	-	-	-	-	-	-	-	1
1877, . . . . .	-	-	1	2	1	-	-	3	-	7
1878, . . . . .	-	-	-	5	1	3	1	12	-	22
1879, . . . . .	-	-	-	1	1	1	3	9	-	15
1880, . . . . .	-	-	-	-	-	1	1	13	-	15
1881, . . . . .	-	-	-	2	1	3	3	24	-	33
1882, . . . . .	-	-	-	4	2	5	2	12	-	25
1883, . . . . .	-	-	-	-	1	4	4	8	-	17
1884, . . . . .	-	-	-	1	-	1	1	17	-	20
1885, . . . . .	-	-	-	-	1	2	3	13	-	19
1886, . . . . .	-	-	-	-	1	2	3	8	-	14
1887, . . . . .	-	-	-	-	4	1	1	16	-	22
1888, . . . . .	-	-	-	-	1	3	4	48	-	56
1889, . . . . .	-	-	-	-	2	2	4	17	-	25
1890, . . . . .	-	-	-	-	2	2	6	21	-	31
1891, . . . . .	-	-	-	-	2	1	2	17	-	22
1892, . . . . .	-	-	-	-	1	-	3	17	-	21
1893, . . . . .	-	-	-	-	2	1	12	65	-	80
1894, . . . . .	-	-	-	-	-	-	10	21	-	31
1895, . . . . .	-	-	-	-	4	2	15	119	-	140
1896, . . . . .	-	-	-	-	-	-	2	33	-	35
1897, . . . . .	-	-	-	-	-	-	1	18	-	19
1898, . . . . .	-	-	-	-	-	-	-	33	-	33
1900, . . . . .	-	-	-	-	2	-	3	100	-	105
1901, . . . . .	-	-	-	-	-	-	-	59	-	59
1902, . . . . .	-	-	-	-	-	-	-	12	-	12
1903, . . . . .	-	-	-	-	-	-	-	93	-	93
1904, . . . . .	-	-	-	-	-	-	-	83	-	83
1905, . . . . .	-	-	-	-	-	-	-	39	-	39
1906, . . . . .	-	-	-	-	-	-	-	36	-	36
1907, . . . . .	-	-	-	-	-	-	-	49	62	111
1908, . . . . .	-	-	-	-	-	-	-	-	151	151
Totals, . . . . .	1	-	1	25	30	37	86	1,035	213	1,428

TABLE VI.  
*Officers discharged and resigned during the Year ending Nov. 30, 1908.*

Rank.	NAME.	Discharged.	Resigned.	Length of Service.
Patrolman,	Carroll H. Bigelow,	Jan. 3, 1908,	—	7 years.
Reserve man,	John R. Brett, <sup>1</sup>	—	Dec. 24, 1907,	1 day.
Reserve man,	James W. Coffrey, Jr., <sup>2</sup>	—	June 1, 1908,	1/12 year.
Reserve man,	John J. Costello,	—	June 24, 1908,	3/12 year.
Patrolman,	Edward A. Cotter,	April 18, 1908,	—	8 years.
Patrolman,	Thomas J. Crehan,	—	Oct. 13, 1908,	4 1/12 years.
Patrolman,	William Curran,	Sept. 29, 1908,	—	3 1/12 years.
Reserve man,	John Donovan,	—	Dec. 30, 1907,	2 1/12 years.
Patrolman,	Edward J. Fitzgerald,	—	July 10, 1908,	8 1/12 years.
Reserve man,	John W. Goggin,	Feb. 7, 1908,	—	14 1/12 years.
Patrolman,	John J. Harrington,	—	Aug. 31, 1908,	4 1/12 year.
Patrolman,	John J. Hurley,	Dec. 21, 1907,	—	4 1/12 years.
Reserve man,	Joseph P. Lee,	Nov. 18, 1908,	—	20 1/12 years.
Patrolman,	Cornelius P. Mahoney,	March 16, 1908,	—	8 1/12 year.
Patrolman,	Cornelius F. McCarthy,	—	Nov. 27, 1908,	13 1/12 years.
Patrolman,	John D. McCarthy,	June 8, 1908,	—	13 1/12 years.
Patrolman,	John E. McGarigle,	April 17, 1908,	—	15 1/12 years.
Patrolman,	Patrick W. McGovern,	Aug. 27, 1908,	—	5 7/12 years.
Patrolman,	George E. Newcomb,	Aug. 7, 1908,	—	7 years.
Sergeant,	Cornelius F. Reagan,	May 19, 1908,	—	16 years.
Patrolman,	Rudolph H. Rhodes,	May 11, 1908,	—	11 1/12 years.
Patrolman,	James M. Richardson,	—	Dec. 3, 1907,	4 1/12 years.
Patrolman,	Timothy F. Sugrue,	—	Sept. 3, 1908,	8 years.
Patrolman,	John H. J. Tucker,	Aug. 25, 1908,	—	4 7/12 years.

<sup>1</sup> Reappointed April 29, 1908.

<sup>2</sup> Reappointed June 25, 1908.

TABLE VII.  
*Number of Days' Absence from Duty by Reason of Sickness during the Year ending Nov. 30, 1908.*

	Reserve.	Regular.		Reserve.	Regular.
December, 1907,	.	.	July, 1908,	.	.
January, 1908,	.	.	August, 1908,	.	.
February, 1908,	.	.	September, 1908,	.	.
March, 1908,	.	.	October, 1908,	.	.
April, 1908,	.	.	November, 1908,	.	.
May, 1908,	.	.	Totals,	.	.
June, 1908,	.	.		543	7,485
	36	1,077			
	59	794			
	4	695			
	65	510			
	29	416			
	24	454			
	93	440			

Average number of men on the force, . . . . . reserve, 161; regular, 1,201.

Average number sick daily, including reserve men, . . . . . 22, or 1.61 per cent.

TABLE VIII.  
*Complaints against Officers during the Year ending Nov. 30, 1908.*

No.	Rank.	NATURE OF COMPLAINT.	Disposition of Case.
1	Sergeant,	Conduct unbecoming an officer, .	Guilty; dismissed from police force.
1	Sergeant,	Neglect of duty and conduct unbecoming an officer,	Guilty; sentenced to be reduced to the rank of patrolman.
1	Patrolman,	Assault on prisoner, .	Guilty; dismissed from police force.
1	Patrolman,	Conduct unbecoming an officer, .	Guilty; dismissed from police force.
1	Patrolman,	Conduct unbecoming an officer and neglect of duty,	Guilty; dismissed from police force.
1	Patrolman,	Intoxication, .	Guilty; dismissed from police force.
3	Patrolman,	Intoxication while on duty,	Guilty; dismissed from police force.
1	Patrolman,	Giving information relating to police business without permission.	Guilty; dismissed from police force.
3	Patrolman,	Neglect of duty, absence without leave,	Guilty; dismissed from police force.
1	Patrolman,	Neglect of duty and inefficiency,	Guilty; dismissed from police force.
1	Patrolman,	Intoxication, .	Resigned pending charges.
1	Patrolman,	Conduct unbecoming an officer, .	Sentence suspended.
1	Patrolman,	Absence without leave, .	Guilty; sentenced to one hundred hours punishment duty.
1	Patrolman,	Absence without leave,	Guilty; sentenced to fifty hours punishment duty.
1	Patrolman,	Absence without leave,	Guilty; sentenced to forty-two hours punishment duty.
1	Patrolman,	Neglect of duty, .	Guilty; sentenced to thirty-five hours punishment duty.
1	Patrolman,	Neglect to pull boxes, .	Guilty; sentenced to one hundred and fifty hours punishment duty.

TABLE VIII.—*Concluded.*  
*Complaints against Officers during the Year ending Nov. 30, 1908 — Concluded.*

No.	Rank.	NATURE OF COMPLAINT.	Disposition of Case.
1	Patrolman,	Neglect to pull boxes,	Guilty; sentenced to one hundred and forty hours punishment duty.
1	Patrolman,	Neglect to pull boxes,	Guilty; sentenced to seventy hours punishment duty.
1	Patrolman,	Neglect of duty,	Complaint placed on file.
5	Patrolman,	Conduct unbecoming an officer,	Not guilty.
2	Patrolman,	Inefficiency,	Not guilty.
1	Patrolman,	Neglect of duty,	Not guilty.
1	Patrolman,	Neglect to pull boxes,	Not guilty.
1	Patrolman,	Neglect to pull boxes,	Guilty; dismissed from police force.
2	Reserve man,	Absence without leave,	Complaint placed on file.

Forty-nine complaints were dismissed without a hearing as trivial or otherwise without merit.

TABLE IX.

*Number and Distribution of Horses used in the Department.*

DIVISIONS.	Van.	Patrol.	Riding.	Ambulance.	Driving.	Totals.
Headquarters, . . . .	—	—	—	—	2	2
Division 1, . . . .	—	2	—	1	—	3
Division 2, . . . .	—	1	4	—	—	5
Division 3, . . . .	—	2	—	—	—	2
Division 4, . . . .	—	2	—	1	—	3
Division 5, . . . .	—	3	—	—	—	3
Division 6, . . . .	—	1	—	1	—	2
Division 7, . . . .	—	1	—	1	—	2
Division 9, . . . .	—	2	—	—	—	2
Division 10, . . . .	—	2	—	1	—	3
Division 11, . . . .	—	2	10	—	1	13
Division 12, . . . .	—	1	—	—	—	1
Division 13, . . . .	—	2	5	—	2	9
Division 14, . . . .	—	1	5	1	1	8
Division 15, . . . .	—	2	—	—	—	2
Division 16, . . . .	—	2	12	—	—	14
Signal service, repair department, 40 Joy Street.	—	1	—	—	5	6
House of detention, . . . .	2	—	—	—	—	2
Prison van, . . . .	4	—	2	—	—	6
Totals, . . . .	6	27	38	6	11	88

TABLE X.

*Number of Arrests, by Police Divisions, during the Year ending Nov. 30, 1908.*

DIVISIONS.	Males.	Females.	Totals.
Headquarters, . . . .	1,058	349	1,407
Division 1, . . . .	11,672	1,066	12,738
Division 2, . . . .	4,229	226	4,455
Division 3, . . . .	6,880	1,198	8,078
Division 4, . . . .	6,425	912	7,337
Division 5, . . . .	6,379	1,060	7,439
Division 6, . . . .	3,787	269	4,056
Division 7, . . . .	2,279	175	2,454
Division 8, . . . .	36	1	37
Division 9, . . . .	2,641	284	2,925
Division 10, . . . .	3,255	354	3,609
Division 11, . . . .	2,251	78	2,329
Division 12, . . . .	1,043	75	1,118
Division 13, . . . .	1,898	114	2,012
Division 14, . . . .	913	35	948
Division 15, . . . .	5,045	297	5,342
Division 16, . . . .	1,761	101	1,862
Totals, . . . .	61,552	6,594	68,146

TABLE XI.  
*Arrests and Offences for Year ending Nov. 30, 1908.*

NO. 1. OFFENCES AGAINST THE PRISON.

NATURE OF OFFENCE.	SEX.		Totals.	On Warrants.	Without Warrants.	Summoned by the Court.	Foreigners.	Non-residents.	Minutes.	Held for Trial.	Discharged.
	Males.	Females.									
Affray, engaging in, . . . . .	21	3	27	5	22	-	17	4	5	27	-
Assault, . . . . .	38	3	41	15	22	4	28	6	10	41	-
Assault and battery, . . . . .	2,619	208	2,917	1,154	1,230	533	1,540	405	528	2,917	-
Assault, indecent, . . . . .	14	-	14	8	5	1	6	3	2	14	-
Assault on police, . . . . .	59	6	65	39	24	2	15	8	26	65	-
Blackmailing, . . . . .	3	-	3	1	2	-	2	1	-	3	-
Child, abandonment of, . . . . .	-	7	7	5	2	-	4	3	2	7	-
Child, refusing to support, . . . . .	23	-	23	23	-	-	11	2	-	23	-
Criminal libel, . . . . .	12	-	12	12	-	-	10	-	1	12	-
Female child, abuse of, . . . . .	3	-	3	2	1	-	1	-	-	3	-
Intimidation and threatening language, using, . . . . .	79	10	89	84	2	3	57	12	3	89	-
Kidnaping, . . . . .	1	-	1	1	-	-	1	-	-	1	-



Manslaughter, . . . . .	14	-	14	8	6	-	6	4	2	14	-
Mayhem, . . . . .	2	-	2	-	2	-	2	-	-	2	-
Murder, . . . . .	19	1	20	11	9	-	15	5	2	20	-
Murder, assault with intent to, . . . . .	43	-	43	10	33	-	35	9	8	43	-
Poisoning, . . . . .	3	-	3	3	-	-	2	1	1	3	-
Rape, . . . . .	23	-	23	15	8	-	14	2	4	23	-
Rape, assault to, . . . . .	18	-	18	10	8	-	11	2	3	18	-
Rob, assault to, . . . . .	22	-	22	12	10	-	4	6	4	22	-
Robbery, . . . . .	234	3	237	114	123	-	79	30	98	237	-
Sodomy, and other unnatural practices, . . . . .	7	-	7	2	5	-	2	2	3	7	-
Totals, . . . . .	3,200	331	3,531	1,534	1,514	543	1,861	505	702	3,591	-

## No. 2. OFFENCES AGAINST PROPERTY, COMMITTED WITH VIOLENCE.

Breaking and entering dwelling at night, . . . . .	30	-	30	9	21	-	10	12	4	30	-
Breaking and entering dwelling at night, attempted, . . . . .	1	-	1	1	-	-	1	-	-	1	-
Breaking and entering dwelling by day, . . . . .	86	3	89	32	56	1	24	15	21	89	-
Breaking and entering dwelling by day, attempted, . . . . .	1	-	1	1	-	-	-	-	-	1	-
Breaking and entering a building, . . . . .	486	1	487	189	231	67	95	73	270	487	-

TABLE XI. — Continued.  
No. 2. OFFENCES AGAINST PROPERTY, COMMITTED WITH VIOLENCE — Concluded.

NATURE OF OFFENCE.	Sex.		Totals.	On Warrants.	Without Warrants.	Summoned by the Court.	Foreigners.	Non-residents.	Minors.	Held for Trial.	Discharged.
	Males.	Females.									
Breaking and entering a building, attempted.	45	-	45	19	19	7	8	6	20	45	-
Breaking and entering vessels, . . .	8	-	8	2	0	-	4	3	1	8	-
Breaking and entering railroad car, . . .	23	-	23	3	10	10	7	3	18	23	-
Breaking and entering railroad car, attempted.	8	-	8	-	3	5	-	-	8	8	-
Totals, . . . . .	688	4	692	256	340	90	149	112	351	692	-

No. 3. OFFENCES AGAINST PROPERTY, COMMITTED WITHOUT VIOLENCE.

Animals, vehicles and boats, using, without consent of owner.	36	-	36	8	19	9	4	7	15	30	-
Automobile, using, without consent of owner.	1	-	1	-	-	1	-	-	-	1	-
Buildings, defacing, etc., . . . . .	1	-	1	1	-	-	-	-	1	1	-
Burglar's tools, having in possession, . . .	7	-	7	7	-	-	-	2	3	7	-
Conspiring to defraud, . . . . .	12	1	13	13	-	-	2	9	-	13	-
Extortion, attempted, . . . . .	1	-	1	1	-	-	1	-	-	1	-

False pretense, . . . . .	1	-	1	1	-	1	-	1	1	-
Horse, fraudulently hiring, . . . .	1	-	1	1	-	1	-	-	1	-
Inholders, boarding-house keepers, lodging-house keepers, defrauding, Larceny, . . . . .	6 2,409	1 585	7 3,084	7 1,478	-	-	-	5 673	7 3,084	-
Larceny from person, . . . . .	219	34	253	40	207	-	76	65	69	253
Larceny from person, attempt to com- mit, . . . . .	79	2	81	18	63	-	30	24	24	81
Larceny, attempt to commit, . . . .	24	-	24	6	18	-	8	7	6	24
Larceny in a building or vessel, . . .	33	-	33	14	19	-	9	6	9	33
Larceny from an express, . . . . .	61	-	61	7	54	-	12	22	20	61
Larceny from an express, attempt to commit, . . . . .	1	-	1	-	1	-	-	-	-	1
Larceny from realty, . . . . .	2	-	2	-	2	-	1	1	-	2
Lamps, extinguishing, breaking, etc., .	5	-	5	-	1	4	1	-	4	5
Leased property, concealing, conveying, selling, etc., . . . . .	9	1	10	9	-	1	5	2	-	10
Mortgaged property, concealing, convey- ing, selling, etc., . . . . .	4	3	7	7	-	-	3	-	1	7
Stolen goods, buying, receiving, etc., .	82	17	99	60	21	12	68	15	10	99
Trespass, . . . . .	313	7	320	47	173	100	97	107	147	320
Totals, . . . . .	3,397	651	4,048	1,437	2,336	275	1,470	1,124	983	4,048

TABLE XI. — *Continued.*  
No. 4. MALICIOUS OFFENCES AGAINST PROPERTY.

NATURE OF OFFENCE.	Sex.		Totals.	On Warrants.	Without Warrants.	Summoned by the Court.	Foreigners.	Non-residents.	Minors.	Held for Trial.	Discharged.
	Males.	Females.									
Arson and other burnings, . . .	15	1	16	10	5	1	6	2	4	16	-
Malicious mischief, . . .	130	10	155	78	19	58	54	19	58	155	-
Willful damage and trespass, . . .	13	-	13	8	2	3	2	-	11	13	-
Willful removal of boundary stake, . . .	1	-	1	-	-	1	-	-	-	1	-
Totals, . . .	168	17	185	106	26	63	62	21	73	185	-

No. 5. FORGERY AND OFFENCES AGAINST THE CURRENCY.

Counterfeiting, . . .	1	-	1	-	1	-	1	-	-	1	-
Counterfeit money, passing, etc., . . .	4	-	4	-	4	-	3	2	1	4	-
Forgery and uttering, . . .	66	5	71	53	18	-	25	30	17	71	-
Totals, . . .	71	5	76	53	23	-	29	32	18	76	-

No. 6. OFFENCES AGAINST THE LICENSE LAWS.

Attorney, practising unlawfully, . . .	1	-	1	1	-	-	1	-	-	1	-
Auction selling, without license, . . .	1	-	1	1	-	-	-	-	-	1	-
Carriage regulations, violation of, . . .	14	-	14	1	-	13	3	-	-	14	-



TABLE XI. — Continued.  
No. 7. OFFENCES AGAINST CHASTITY, MORALITY, ETC.

NATURE OF OFFENCE.	Sex.		Totals.	On Warrants.	Without Warrants.	Summoned by the Court.	Foreigners.	Non-residents.	Minors.	Held for Trial.	Discharged.
	Males.	Females.									
Abortion, accessory to, . . . . .	—	1	1	—	1	—	1	—	—	1	—
Abduction, . . . . .	1	—	1	1	—	—	—	—	—	1	—
Adultery, . . . . .	47	39	86	44	42	—	41	16	5	86	—
Animals, cruelty to, . . . . .	26	—	26	12	5	9	11	5	6	26	—
Bastardy, . . . . .	84	—	84	82	1	1	36	15	10	84	—
Bigamy, . . . . .	1	—	1	1	—	—	1	—	—	1	—
Fornication, . . . . .	184	191	375	13	362	—	131	99	41	375	—
Indecent exposure of the person, . . . . .	33	—	33	6	27	—	14	8	5	33	—
Ill fame, keeping house of, . . . . .	22	92	114	110	4	—	50	4	2	114	—
Incest, . . . . .	5	—	5	3	2	—	5	—	—	5	—
Lewd and lascivious cohabitation, . . . . .	40	44	84	70	14	—	43	4	5	89	—
Night walking, . . . . .	1	248	249	4	245	—	84	32	23	249	—
Obscene books and prints, . . . . .	20	3	23	25	4	—	13	8	2	20	—
Open and gross lewdness, . . . . .	0	—	0	8	1	—	0	1	1	9	—
Polygamy, . . . . .	0	1	1	7	—	—	0	—	1	7	—

Prostitution, enticing to, . . . .	3	1	4	4	—	—	3	1	—	—	4	—
Public conveyance, being disorderly in,	10	—	10	7	2	1	3	1	3	10	—	—
Religious worship, disturbing, . . .	3	—	3	—	—	3	—	—	2	3	—	—
Schools, disturbing, . . . .	2	—	2	—	—	2	1	—	1	2	—	—
Seduction, . . . .	1	—	1	1	—	—	1	1	—	1	—	—
Unnatural and lascivious acts, . . .	10	1	11	3	8	—	—	4	1	11	—	—
Totals, . . . .	520	621	1,141	407	718	16	455	109	108	1,141	—	—

## No. 8. OFFENCES NOT INCLUDED IN THE FOREGOING.

Adulterating food, drugs, butter, etc., .	51	3	54	4	1	49	14	10	1	54	—	—
Automobile law, violation of, . . .	1,101	8	1,100	74	16	1,019	132	613	101	1,100	—	—
Hail bond, arrest under, . . . .	5	—	5	5	—	—	1	1	1	5	—	—
Board of aldermen regulations, violation of,	31	—	31	1	5	25	16	5	11	31	—	—
Bonfires, making, . . . .	2	—	2	—	—	2	—	—	2	2	—	—
Bucket shop, keeping, . . . .	3	—	3	3	—	—	—	2	—	3	—	—
Bucketing, . . . .	1	—	1	1	—	—	—	1	—	1	—	—
Building law, violation of, . . . .	15	—	15	10	—	5	15	4	—	15	—	—
Children, delinquent, . . . .	2,362	93	2,455	115	770	1,570	453	71	2,455	2,452	3	—
Children, neglected, . . . .	94	82	176	160	1	6	—	6	176	176	—	—

TABLE XI. — Continued.  
 No. 8. OFFENCES NOT INCLUDED IN THE FOREGOING — Continued.

NATURE OF OFFENCE.	Sex.		Totals.	On Warrants.	Without Warrants.	Summoned by the Court.	Foreigners.	Non-residents.	Minors.	Held for Trial.	Discharged.
	Males.	Females.									
Children, truant, . . . . .	4	—	4	4	—	—	1	—	4	4	—
Children, wayward, . . . . .	10	12	31	7	11	13	7	—	31	31	—
Capias, . . . . .	31	8	39	39	—	—	16	4	5	39	—
City ordinance, violation of, . . . . .	905	20	925	74	368	483	416	142	390	925	—
Coal, selling, unlawfully, . . . . .	1	—	1	—	—	1	1	—	—	1	—
Cocaine, selling, unlawfully, . . . . .	3	—	3	3	—	—	—	—	—	3	—
Constable, assuming to be, . . . . .	1	—	1	1	—	—	—	—	—	1	—
Contempt of court, . . . . .	2	1	3	2	—	1	1	—	—	3	—
Common nuisance, keeping, etc., . . . . .	7	3	10	7	2	1	3	—	—	10	—
Common brawlers, . . . . .	—	3	3	3	—	—	3	—	—	3	—
Concealed weapons, carrying, . . . . .	150	4	154	29	123	2	121	35	34	154	—
Dentistry law, violation of, . . . . .	9	—	9	9	—	—	4	6	—	9	—
Deserters, . . . . .	80	—	80	—	80	—	9	40	22	2	78
Default warrant, . . . . .	172	25	197	106	1	—	73	31	52	197	—
Disorderly, . . . . .	91	21	112	—	112	—	28	20	52	1	111



Disturbing the peace, . . . . .	96	28	124	36	30	58	50	5	48	124	-
Drunkness, . . . . .	38,442	4,020	42,468	62	42,400	-	20,784	20,270	807	42,468	-
Drunkard, common, . . . . .	11	0	17	14	-	3	0	1	-	17	-
Election law, violation of, . . . . .	2	-	2	1	1	-	-	-	-	2	-
Expectoration law, violation of, . . . . .	082	1	983	18	940	19	525	316	118	083	-
Family, refusing to support, . . . . .	437	-	437	409	1	27	210	39	11	437	-
Fire alarm, tampering with, . . . . .	8	-	8	-	3	5	-	-	7	8	-
Fire escape, obstructing, . . . . .	80	13	93	80	-	13	87	-	-	93	-
Fireworks, discharging, unlawfully, . . . . .	20	-	20	-	27	2	13	2	11	20	-
Fish and game laws, violation of, . . . . .	1	1	2	-	-	2	1	-	-	2	-
Fugitive from justice, . . . . .	57	7	04	21	43	-	27	30	8	04	-
Funeral procession, disturbing, . . . . .	2	-	2	-	-	2	-	-	-	2	-
Gaming, and being present at, . . . . .	107	-	107	35	155	7	105	15	47	107	-
Gaming house, keeping, . . . . .	5	2	7	5	-	2	3	2	-	7	-
Gaming implements, being present where found, . . . . .	444	-	444	52	302	-	392	54	10	444	-
Gaming on the Lord's Day, and being present at, . . . . .	682	3	685	37	020	28	485	61	180	685	-
Health law, violation of, . . . . .	72	0	78	4	32	42	50	16	4	78	-
Idle and disorderly persons, . . . . .	234	121	355	212	142	1	00	35	145	355	-
Inebriety, . . . . .	0	1	7	6	1	-	4	-	-	7	-

TABLE XI. — *Continued.*  
 NO. 8. OFFENCES NOT INCLUDED IN THE FOREGOING — *Continued.*

NATURE OF OFFENCE.	Sex.		Totals.	On Warrants.	Without Warrants.	Summoned by the Court.	Foreigners.	Non-residents.	Minors.	Held for Trial.	Discharged.
	Males.	Females.									
Jewelry, peddling, . . . . .	7	-	7	3	4	-	4	2	1	7	-
Lotteries and prize enterprises, . . . . .	80	3	83	10	72	1	53	7	2	83	-
Morphine, procuring and delivering, to convicts, . . . . .	2	-	2	-	2	-	2	-	-	2	-
Naphtha and illuminating oil, mixing, . . . . .	1	-	1	1	-	-	-	1	-	1	-
Noisy and disorderly house, keeping, . . . . .	4	10	14	13	-	1	5	-	-	14	-
Officer, assuming to be, . . . . .	1	-	1	-	1	-	-	1	-	1	-
Officer, refusing to assist, . . . . .	4	-	4	3	1	-	3	-	-	4	-
Opium resort, keeping or visiting, . . . . .	3	2	5	5	-	-	-	-	-	5	-
Pardon conditions, violation of, . . . . .	10	3	13	0	4	-	4	2	6	13	-
Perjury, and subornation of, . . . . .	17	4	21	21	-	-	12	8	1	21	-
Plumbing law, violation of, . . . . .	2	-	2	2	-	-	2	-	-	2	-
Police rules, violation of, . . . . .	40	-	40	0	0	28	33	3	6	40	-
Police signal box, tampering with, . . . . .	1	-	1	-	1	-	-	-	-	1	-
Postal law, violation of, . . . . .	4	-	4	4	-	-	4	-	-	4	-

Prisoner, escaped.	7	4	11	1	10	-	2	4	5	11	-
Prisoner, rescue of, and attempt to rescue.	31	-	31	7	23	1	13	3	8	31	-
Pool selling.	1	-	1	1	-	-	1	-	-	1	-
Probation, violation of conditions.	77	7	84	73	11	-	30	9	27	83	1
Public record, mutilation of.	1	-	1	1	-	-	1	-	-	1	-
Public meetings, disturbing.	10	1	11	1	10	-	2	2	-	11	-
Public park regulations, violation of.	600	54	753	15	106	632	183	361	92	753	-
Profane and obscene language, using.	176	24	200	48	123	20	71	32	49	200	-
Railroad law, violation of.	360	2	371	16	323	32	141	179	132	371	-
Registered cans, using, unlawfully.	3	-	3	-	-	3	3	-	-	3	-
Runaways.	161	48	209	3	206	-	17	79	206	19	100
Refusing to pay carfare, etc.	16	-	16	8	1	7	4	4	2	16	-
School committee regulations, violation of.	1	-	1	1	-	-	1	-	-	1	-
Spanish war veterans button, wearing, unlawfully.	1	-	1	1	-	-	1	-	-	1	-
Sparring exhibition, giving or taking part in.	3	-	3	3	-	-	-	-	-	3	-
Street railway law, violation of.	1	-	1	1	-	-	-	-	1	1	-
Sunday law, violation of.	500	30	620	14	17	598	485	66	53	629	-
Stubborn children.	59	37	96	86	2	8	13	2	93	96	-
Suspicious persons.	2,745	112	2,857	-	2,857	-	1,000	989	900	-	2,857

TABLE XI. — *Continued.*  
 No. 8. OFFENCES NOT INCLUDED IN THE FOREGOING — *Concluded.*

NATURE OF OFFENCE.	Sex.		Totals.	On Warrants.	Without Warrants.	Summoned by the Court.	Foreigners.	Non-residents.	Months.	Held for Trial.	Discharged.
	Males.	Females.									
Tobacco, selling, to minor, . . . . .	10	2	12	3	—	9	12	1	4	12	—
United States flag, misuse of, . . . . .	2	—	2	—	2	—	2	—	2	2	—
United States prisoners detained, . . . . .	16	—	16	—	16	—	4	14	2	12	4
Vagrants, tramps, etc., . . . . .	593	11	604	47	557	—	239	457	91	603	1
Vagabond, . . . . .	23	—	23	8	15	—	13	10	4	23	—
Weights and measures, using false, . . . . .	15	—	15	—	—	15	6	4	1	15	—
Weights, neglecting to provide, on wagon, . . . . .	11	—	11	—	—	11	11	—	1	11	—
Totals, . . . . .	52,724	4,861	57,585	2,163	50,659	4,763	26,595	21,085	6,491	54,310	3,245

TABLE XI. — *Concluded.*  
RECAPITULATION.

NATURE OF OFFENCE.	Sex.		Totals.	On Warrants.	Without Warrants.	Summoned by the Court.	Foreigners.	Non-residents.	Minors.	Held for Trial.	Discharged.
	Males.	Females.									
No. 1. Offences against the person,	3,260	331	3,591	1,534	1,514	543	1,801	505	702	3,591	-
No. 2. Offences against property, committed with violence.	688	4	692	256	340	90	149	112	351	692	-
No. 3. Offences against property, committed without violence.	3,307	651	4,048	1,437	2,336	275	1,470	1,124	983	4,048	-
No. 4. Malicious offences against property.	168	17	185	96	26	63	62	21	73	185	-
No. 5. Forgery and offences against the currency.	71	5	76	53	23	-	29	32	18	76	-
No. 6. Offences against the license laws,	724	104	828	141	435	252	641	37	72	828	-
No. 7. Offences against chastity, etc.,	520	621	1,141	407	718	16	455	199	108	1,141	-
No. 8. Offences not included in the foregoing.	52,724	4,801	57,585	2,163	50,650	4,763	20,595	24,083	6,491	54,340	3,245
Totals,	61,552	6,504	68,140	6,087	56,057	6,002	31,262	26,113	8,708	64,001	3,245

TABLE XII.  
Comparative Statement of Police Criminal Work, 1904 to 1908, inclusive.

Years.	Estimated Population.	Number of Persons arrested.	Percentage of Arrests.	Amount of Property reported stolen in the City.	Amount of Property recovered, stolen in and out of the City.	Amount of Fines imposed by Court.	Years of Imprisonment imposed by Court.	Number of Days' Attendance at Court.	Amount of Witness Fees earned.
1904, . . . . .	608,000	50,205	8.26	\$124,792 00	\$346,834 79	\$111,383 41	3,177 $\frac{1}{2}$	38,963	\$10,435 61
1905, . . . . .	594,000	48,358	8.14	149,092 30	458,250 72	102,822 61	2,921 $\frac{10}{12}$	35,239	9,945 78
1906, . . . . .	602,000	49,906	8.29	133,814 39	208,324 08	100,146 29	2,612 $\frac{3}{4}$	35,254	10,100 47
1907, . . . . .	610,000	57,078	9.36	135,614 69	197,620 44	110,129 60	2,807 $\frac{7}{12}$	36,778	11,149 99
1908, . . . . .	618,000	68,146	11.03	150,256 71	217,589 67	159,982 61	3,904 $\frac{1}{2}$	42,597	13,251 65
Averages, . . . . .	606,000	54,751	9.04	\$138,714 01	\$285,723 94	\$116,892 91	3,090 $\frac{7}{10}$	37,766	\$10,976 70

TABLE XIII.

*Age and Sex of Persons arrested.*

[Note. — "M." male, includes boys; "F." female, includes girls.]

OFFENCE.	Under 10		10 AND UNDER 15		15 AND UNDER 20		20 AND UNDER 25		25 AND UNDER 30		30 AND UNDER 35		35 AND UNDER 40		40 AND UNDER 45		45 AND UNDER 50		50 AND UNDER 55		55 AND UNDER 60		OVER 60	
	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.
No. 1. .	2	-	47	1	509	20	805	47	004	03	400	57	356	58	245	32	138	25	83	14	29	9	33	5
No. 2. .	12	-	82	-	227	-	107	4	78	-	45	-	30	-	19	-	11	-	3	-	3	-	2	-
No. 3. .	17	-	131	1	644	03	692	140	585	116	428	93	330	93	220	08	149	28	101	20	51	10	40	7
No. 4. .	4	-	36	-	31	-	29	-	29	6	15	3	8	3	9	2	2	1	2	2	1	-	2	-
No. 5. .	-	-	-	-	11	-	16	3	9	-	12	1	16	-	2	1	4	-	-	-	1	-	-	-
No. 6. .	-	-	1	-	63	1	134	3	108	14	108	22	109	10	82	15	52	13	32	10	15	5	20	2
No. 7. .	-	-	1	-	35	34	126	212	123	160	78	96	50	62	41	29	36	14	11	5	13	5	6	4
No. 8. .	225	60	1,816	82	3,397	246	6,474	544	7,240	735	6,088	725	7,709	758	6,150	584	5,122	486	3,167	273	1,908	160	2,318	208
Totals. .	260	60	2,114	84	4,917	304	8,443	950	8,776	1,091	8,083	997	8,716	993	6,708	731	5,514	567	3,300	330	2,111	189	2,351	226

TABLE XIV.

*Showing the Number of Licenses of All Kinds issued by the Police Commissioner, and the Amount of Money received from All Sources and paid to the City Collector during the Year ending Nov. 30, 1908.*

Class of License.	Applications granted.	Places licensed.	Rejected.	Transferred.	Cancelled.	Revoked.	Complaints investigated.	Amount.
Auctioneer, <sup>1</sup> . . . . .	109	109	1	-	-	-	2	\$388.00
Driver, hack or cab, . . . . .	11,264	-	3	-	-	30	185	29,053.00
Hackney carriage, . . . . .	1,577	-	1	-	-	2	120	1,768.50
Hand cart, . . . . .	1,053	-	-	90	37	-	1	1,463.00
Junk collector, . . . . .	69	-	40	-	12	-	28	69.00
Junk shop keeper, . . . . .	788	788	14	-	14	5	-	1,570.00
Musician, collective, . . . . .	185	101	-	8	24	2	3	1,075.00
Musician, itinerant, . . . . .	172	181	21	-	10	4	5	181.00
Pawnbroker, <sup>1</sup> . . . . .	73	72	2	-	1	-	10	3,023.00
Private detective, . . . . .	10	-	8	-	-	-	-	100.00
Public lodging house, . . . . .	10	-	-	-	-	-	-	(Nil fee)
Second-hand articles, . . . . .	301	332	14	20	15	1	2	1,805.00
Small loans, . . . . .	84	84	-	3	2	-	38	4,200.00
Street railway conductor and motorman, . . . . .	1,491	-	-	-	1,835	-	-	372.75
Wagon, . . . . .	5,292	-	4	21	82	-	2	5,292.00
Badges for itinerant musicians, . . . . .	-	-	-	-	-	-	-	52.50
Badges for junk collectors, . . . . .	-	-	-	-	-	-	-	245.25
Maps for hack or cab drivers, . . . . .	-	-	-	-	-	-	-	107.50
Carting prisoners for Metropolitan Park Commission, . . . . .	-	-	-	-	-	-	-	50
Over-payment to patrolman John Donovan of Division 14, . . . . .	-	-	-	-	-	-	-	2.74
Costs allowed in case of Boney v. Savory, . . . . .	-	-	-	-	-	-	-	10.45
Sale of condemned property of police department, . . . . .	-	-	-	-	-	-	-	406.80
Sale of lost, stolen and abandoned property, . . . . .	-	-	-	-	-	-	-	581.53
Sale of old listing cards and police lists, . . . . .	-	-	-	-	-	-	-	5.70
Received from New England Telephone and Telegraph Company, commission on automatic pay station, Haymarket No. 21305, . . . . .	-	-	-	-	-	-	-	1.09
<b>Totals, . . . . .</b>	<b>23,538</b>	<b>-</b>	<b>114</b>	<b>103</b>	<b>2,033</b>	<b>44</b>	<b>412</b>	<b>\$51,672.37</b>

<sup>1</sup> Five veterans.

<sup>2</sup> One at \$25.



TABLE XV.

*Number of Dog Licenses issued during the Year ending Nov. 30, 1908.*

Division.	Males.	Females.	Spayed.	Breeders.	Totals.
1, . . . .	106	31	—	1	138
2, . . . .	15	6	—	—	21
3, . . . .	314	104	7	2	427
4, . . . .	179	87	6	2	274
5, . . . .	458	149	20	3	630
6, . . . .	301	79	4	—	384
7, . . . .	703	128	7	—	838
8, . . . .	—	—	—	—	—
9, . . . .	800	118	37	2	957
10, . . . .	791	154	23	2	970
11, . . . .	1,930	377	93	6	2,406
12, . . . .	551	92	11	—	654
13, . . . .	1,331	193	54	3	1,581
14, . . . .	703	140	39	1	883
15, . . . .	347	118	8	—	473
16, . . . .	608	127	23	—	758
Totals, . .	9,137	1,903	332	22	11,394

TABLE XVI.

*Total Number of Wagon Licenses issued in the City, by Police Divisions.*

Division 1, . . . .	1,162	Division 10, . . . .	117
Division 2, . . . .	1,899	Division 11, . . . .	91
Division 3, . . . .	242	Division 12, . . . .	63
Division 4, . . . .	544	Division 13, . . . .	36
Division 5, . . . .	423	Division 14, . . . .	58
Division 6, . . . .	250	Division 15, . . . .	116
Division 7, . . . .	121	Division 16, . . . .	102
Division 8, . . . .	—		
Division 9, . . . .	122	Total, . . . .	5,346

TABLE XVII.

*Financial Statement for the Year ending Nov. 30, 1903.*

EXPENDITURES.	
Pay of police and employees, . . . . .	\$1,634,012 78
Pensions, . . . . .	131,720 18
Fuel and light, . . . . .	19,841 75
Water and ice, . . . . .	629 06
Furniture and bedding, . . . . .	3,111 69
Printing and stationery, . . . . .	15,271 94
Care and cleaning station houses and city prison, . . . . .	6,844 94
Repairs to station houses and city prison, . . . . .	12,769 66
Repairs and supplies for police steamers, . . . . .	8,844 68
Rent and care of telephone and telegraph wires, . . . . .	4,596 55
Purchase of horses and vehicles, . . . . .	4,114 80
Care and keeping horses, harnesses and vehicles, . . . . .	17,716 81
Carting prisoners to and from stations and city prison, . . . . .	872 85
Feeding prisoners, . . . . .	2,643 58
Medical attendance on prisoners, . . . . .	7,751 91
Transportation, . . . . .	1,675 55
Pursuit of criminals, . . . . .	3,142 40
Cloth for uniforms and uniform helmets, . . . . .	22,642 22
Badges, buttons, clubs, belts, insignia, etc., . . . . .	5,226 07
Travelling expenses and food for police, . . . . .	233 13
Rent of buildings, . . . . .	6,553 50
Total, . . . . .	\$1,910,216 05
Expenses of listing, . . . . .	25,846 14
Expenses of house of detention and station house matrons, . . . . .	9,436 07
Expenses of signal service (see Table XVIII.), . . . . .	55,412 49
Total, . . . . .	\$2,000,910 75
RECEIPTS.	
For all licenses issued by the Police Commissioner, . . . . .	\$21,025 25
For sale of unclaimed and condemned property, itinerant musicians' badges, junk collectors' badges, carriage maps, etc., <sup>1</sup> . . . . .	1,594 12
For dog licenses (credited to school department), . . . . .	29,053 00
Total, . . . . .	\$51,672 37
For uniform cloth, etc., . . . . .	24,774 12
Total, . . . . .	\$76,446 49

<sup>1</sup> Credited to police department.

TABLE XVIII.

*Payments on Account of the Signal Service during the Year ending  
Nov. 30, 1908.*

Labor, . . . . .	\$28,030 51
Hay, grain, shoeing, etc., . . . . .	7,364 03
Rent of telephone instruments, . . . . .	373 51
Rent and care of buildings, . . . . .	5,002 62
Purchase of horses, harnesses and vehicles, . . . . .	2,167 20
Stable supplies and furniture, . . . . .	57 60
Repairs on buildings, . . . . .	732 08
Repairing wagons, harnesses, etc., . . . . .	2,056 76
Fuel, gas and water, . . . . .	1,589 52
Miscellaneous, car fares, etc., . . . . .	979 06
Signalling apparatus, repairs and supplies therefor, . . . . .	6,296 53
Underground wires, . . . . .	407 43
Printing, stationery, etc., . . . . .	355 64
Total, . . . . .	\$55,412 49

TABLE XIX.  
Report of Accidents in the Streets, Parks and Squares for the Year ending Nov. 30, 1905.

CAUSE.	DIVISION 1.		DIVISION 2.		DIVISION 3.		DIVISION 4.		DIVISION 5.		DIVISION 6.		DIVISION 7.		DIVISION 8.	
	Killed.	Injured.	Killed.	Injured.	Killed.	Injured.	Killed.	Injured.	Killed.	Injured.	Killed.	Injured.	Killed.	Injured.	Killed.	Injured.
Heavy carts, . . . . .	—	23	—	26	2	19	—	13	—	1	14	—	—	3	—	7
Light carts, . . . . .	—	33	—	20	—	6	—	8	—	—	9	—	—	0	—	4
Private carriages, . . . . .	—	—	—	6	—	—	—	1	—	—	1	—	—	3	—	4
Licensed carriages, . . . . .	—	—	—	10	—	3	—	1	—	—	—	—	—	1	—	5
Fire engines, . . . . .	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Bicycles, . . . . .	—	4	—	2	—	—	—	—	—	—	—	—	—	—	—	—
Street car, . . . . .	—	3	—	28	—	22	—	27	—	—	22	—	—	0	—	34
Automobiles, . . . . .	—	42	—	23	—	12	—	0	—	—	3	—	—	4	—	3
Defects in streets, . . . . .	—	14	—	24	—	—	—	4	—	—	—	—	—	—	—	8
Live wire, . . . . .	—	3	—	—	—	3	—	7	—	—	—	—	—	—	—	—
Falling objects, . . . . .	—	15	—	16	—	—	—	53	—	—	3	—	—	3	—	3
Falls from various causes, . . . . .	—	67	—	31	—	61	—	—	—	—	33	—	—	31	—	27
Excavations in streets, . . . . .	2	—	2	—	—	—	—	—	—	—	—	—	—	2	—	—
Explosions, . . . . .	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Injured by horse, . . . . .	—	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Broken glass, . . . . .	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Ball playing, . . . . .	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Football, . . . . .	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Coasting, . . . . .	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Drowned, . . . . .	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total killed, . . . . .	4	207	4	218	5	134	1	132	—	—	1	87	1	68	2	91
Total injured, . . . . .	—	—	—	—	—	—	—	—	118	—	—	—	—	—	—	—











REGULATIONS RESPECTING THE BUSINESS OF MAKING UNSECURED  
SMALL LOANS IN THE CITY OF BOSTON.

SECTION 1. The Police Commissioner will, upon petition, license suitable persons to engage in the business of making loans of \$200 or less upon which a rate of interest greater than 12 per cent. per annum is charged, and for which no security, other than a note or contract with or without an endorser, is taken, pursuant to Acts of 1908, chapter 605, section 1.

All such licenses shall expire on the first day of September next succeeding their date. Applications for such licenses shall be made at least three weeks before the same are to be issued, and shall be published at the expense of the applicant, to be paid in advance, by the Police Commissioner, in two or more daily newspapers published in the city of Boston. Applications for such licenses shall be examined into and reported on by the chief inspector. A fee of \$50 shall be paid for each such license at the time the same is issued. (Acts of 1908, chapter 605; Police Rule.) Application blanks for such licenses will be furnished by the Police Commissioner. (Police Rule.)

SECTION 2. In the case of any loan to which the provisions of Acts of 1908, chapter 605, section 3, apply, a sum not exceeding \$2 if the loan does not exceed \$25, not exceeding \$10 if the loan exceeds \$100, not exceeding \$3 if the loan exceeds \$25 but does not exceed \$50, and not exceeding \$5 if the loan exceeds \$50 but does not exceed \$100, may, if both parties to the loan so agree, be paid by the borrower or borrowers, or added to the debt, and taken by the lender as the expense of making the loan, and such sum shall not be counted as part of the interest of such loan. A greater amount than above specified shall not be taken for such purpose, and any money paid, promised or taken in excess of such amount shall be deemed to be interest (Acts of 1908, chapter 605, section 3): *provided, however*, that upon a renewal of any loan no such charges shall be made or taken by the lender. (Police Rule.)

SECTION 3. Interest may be charged by persons licensed under this rule as follows: On loans not exceeding \$50, at the rate of 36 per centum per annum; on loans of over \$50, at the rate of 30 per centum per annum. (Acts of 1908, chapter 605, section 2; Police Rule.)

SECTION 4. Whenever any loan is made to which the provisions of Acts of 1908, chapter 605, apply, the lender shall give to the borrower, free of charge, a ticket of form approved by the Police Commissioner, setting forth plainly, in the English language, the real nature and substance of the transaction, the date and amount

of the loan, the amount added to the loan as the expense of realizing the loan, the date when the debt becomes due, and the rate of interest thereon, calculated at an annual rate of percentage. There shall be a copy of sections 2 and 3 of this rule printed upon each ticket, and each ticket shall bear a number corresponding with the book number of the loan. (See section 5 of this rule.)

Whenever any payment is made on account of such loan, the person receiving such payment shall endorse the date and amount of such payment on the back of such ticket, and a statement of whether such amount is a payment on account of interest or principal or both, and a statement of the amount then remaining due on the loan after deducting such payment. And the person receiving such payment, or his principal, shall sign such endorsement. If such ticket is lost or destroyed, the lender shall furnish the borrower, free of charge, on demand, a duplicate of said ticket, setting forth all the endorsements that were or ought to have been upon the original ticket, or upon any duplicate thereof at the time of its loss or destruction. (Acts of 1908, chapter 605, section 5; Police Rule.)

SECTION 5. Every licensee licensed under this rule shall keep a book, of a form and style to be approved by the Police Commissioner, in which shall be entered at the time each loan is made an accurate copy of the ticket issued to the borrower, in accordance with section 4 of this rule. Every such licensee shall enter in such book at the time of each payment by the borrower the date of such payment, the amount then paid, a statement whether it is interest or a payment on account of principal, a statement of the total amount, both principal and interest, previously paid on such loan, and a statement of the amount still due on the principal after such payment. There shall be a separate page or a separate portion of a page in such book for each loan, numbered consecutively, in which shall be entered all the entries and transactions relating to such loan, and the number on such page or portion of a page shall correspond with the number on the ticket furnished to the borrower in accordance with section 4 of this rule.

Every such licensee shall, on the first day of each month, send a written report, of a form and size to be approved by the Police Commissioner, to the chief inspector, of all business done by him since the making of his last monthly report, to which the provisions of Acts of 1908, chapter 605, section 3, apply. Such report shall state briefly all loans made by him and the nature of the security therefor, all loans paid off, and shall set forth the names and addresses of all parties to each transaction, and all the dates and amounts of each transaction. The information so received by the chief inspector shall not be divulged by him, except when he is required so to do by law or by order of the Police Commissioner.

Every such licensee shall at all times allow the Police Commissioner, or any police officer authorized by the said commissioner in writing, to inspect all books, accounts and papers of such licensee relating to all loans made by such licensee. (Police Rule.)

SECTION 6. An association composed exclusively of persons engaged in a particular trade or occupation, or in trades or occupations usually carried on in conjunction with one another, or composed of persons employed by the same individual, firm or corporation, which association lends only to its own members and returns to them at stated times profits in excess of necessary and reasonable expenses, shall be exempt from the provisions of sections 4 and 5 of this rule, with the exception of the last paragraph of section 5: *provided, however*, that the manner in which the business of such associations is carried on shall be subject in all respects to the approval of the Police Commissioner.

SECTION 7. Any person or persons not being duly licensed, as provided in Acts of 1908, chapter 605, who, on his or their own account, or on account of any person or persons, copartnership or corporation not so licensed, shall engage in or carry on, directly or indirectly, either separately or in connection with or as part of any other business, the business of making loans, to which the provisions of Acts of 1908, chapter 605, apply, shall be punished by a fine of not more than \$300, or by imprisonment for not more than sixty days, or by both such fine and imprisonment. (Acts of 1908, chapter 605.)

SECTION 8. The Police Commissioner has authority at any time to and will revoke the license issued pursuant to Acts of 1908, chapter 605, section 1, when the licensee is guilty of a violation of its terms or of the regulations established by him. (Acts of 1908, chapter 605, section 5.)

*Adopted Aug. 21, 1908.*



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